

INDEPENDENT COUNTRY PROGRAMME EVALUATION OF UNDP CONTRIBUTION **REPUBLIC OF RWANDA**



HUMAN DEVELOPMENT effectiveness **COORDINATION**
efficiency **COORDINATION AND PARTNERSHIP** sus
NATIONAL OWNERSHIP relevance **MANAGING FO**
sustainability **MANAGING FOR RESULTS** responsiveness
DEVELOPMENT responsiveness **NATIONAL OWNER**
NATIONAL OWNERSHIP effectiveness **COORDINATION**
efficiency **COORDINATION AND PARTNERSHIP** sus
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sustainability **MANAGING FOR RESULTS** responsiveness
HUMAN DEVELOPMENT effectiveness **COORDINATION**



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Resilient nations.*

INDEPENDENT COUNTRY PROGRAMME EVALUATION OF UNDP CONTRIBUTION **REPUBLIC OF RWANDA**

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INDEPENDENT COUNTRY PROGRAMME EVALUATION: REPUBLIC OF RWANDA

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FOREWORD

It is my pleasure to present the Independent Country Programme Evaluation (ICPE) for the Republic of Rwanda, a second country-level assessment conducted by the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) since 2008. The evaluation covered the programme periods 2008-2012 and 2013-2018, with an emphasis on the latter. It was carried out in close collaboration with the Government of Rwanda, UNDP Rwanda country office, and the UNDP Regional Bureau for Africa.

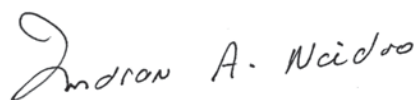
Rwanda's development since the 1994 genocide has been remarkable, facilitated by its strong socio-economic reforms as well as governance reforms, national reconciliation processes, and utilization of Rwanda's own home-grown initiatives. Guided by the common programme framework set at the United Nations level, i.e. the United Nations Development Assistance Framework (UNDAF) 2008-2012 and the further reinforced United Nations Development Assistance Plan (UNDAP) 2013-2018, UNDP was expected to contribute to the achievement of national development priorities as defined in the Economic Development and Poverty Reduction Strategies I and II.

During the periods under review, UNDP underwent significant strategic and programmatic changes to adapt to the quickly changing development context. Under the current structure, UNDP Rwanda has focused its programmatic interventions on two areas, Poverty Reduction and Environment and Governance and Peace Consolidation. In both programme areas, UNDP has made notable progress in achieving its objectives, e.g. job creation among youth and women, their improved access to finance, provision of timely poverty analysis and data, integration of

environment, climate change, and disaster risk agenda into relevant sector policies and district-level planning, promotion of reconciliation and peace consolidation, settlement of genocide cases, and promotion of democratic society through media reforms and strengthening of oversight bodies. Under the principle of Delivering as One, UNDP demonstrated its ability to jointly produce results with other UN agencies, as seen in a series of concerted initiatives that put gender equality and women's empowerment at the centre of planning and budgeting across different levels of the Government.

The evaluation also found that continued reliance on limited donor funds for programme completion/or scaling up, poor monitoring of institutions/mechanisms established through the programme efforts were among key shortcomings that can threaten the sustainability of many positive results. It also called for more robust engagements with potential and critical development players in the country to explore areas of collaboration and dialogue.

I would like to thank the Government of Rwanda, various national stakeholders, and colleagues at the UNDP Rwanda country office and the Regional Bureau for Africa for their support throughout the evaluation. I hope that the findings, conclusions, and recommendations are useful in the formulation of the next country programme strategy.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
BIFSIR	Building an Inclusive Financial Sector in Rwanda
CBO	Community-Based Organizations
CCPD	Common Country Programme Document
CD	Country Director
CERF	Central Emergency Response Fund
CESB	Capacity Development and Employment Services Board
CO	Country Office
CPC	Community Policing Committees
CRC	Citizen Report Card
CSO	Civil Society Organization
DaO	Delivering as One
DDAG	District Disaster Management Committee
DDMC	Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme
DDMO	District Disaster Management Officer
DFID	Department for International Development
DIM	Direct Implementation
DoL	Division of Labour
DRG	Development Results Group
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EDPRS	Economic Development and Poverty Reduction Strategy
ENR	Environment and Natural Resources
EWS	Early Warning System
FAO	Food and Agriculture Organization
FFRP	Rwanda Women Parliamentary Forum
FONERWA	National Environment and Climate Change Fund
GBS	Gender Budget Statement
GBV	Gender-Based Violence
GEF	Global Environment Facility
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HDR	Human Development Report
HRBA	Human Rights-Based Approach

ICPE	Independent Country Programme Evaluation
IECMS	Integrated Electronic Case Management System
IEO	Independent Evaluation Office
ILPD	Institute for Legal Practice and Development
JP	Joint Programme
JRLOS	Justice, Reconciliation, Law and Order Sector
KfW	<i>Kreditanstalt für Wiederaufbau</i> (Reconstruction Credit Institute)
KOICA	Korea International Cooperation Agency
LDCF	Least Developed Countries Fund
M&E	Monitoring and Evaluation
MAJ	Maison d'Access à la Justice
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MFI	Microfinance Institutions
MHC	Media High Council
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MINIRENA	Ministry of National Resources of Rwanda
MSG	Mobile School of Government
MYICT	Ministry of Youth and ICT
NEP	National Employment Programme
NFPO	National Consultative Forum of Political Organizations
NGM	National Gender Machinery
NHDR	National Human Development Report
NHRC	National Human Rights Commission
NIM	National Implementation
NISR	National Institute of Statistics of Rwanda
NURC	National Unity and Reconciliation Commission
NWC	National Women's Council
OHCHR	Office of the United Nations High Commissioner for Human Rights
OPM	Office of the Prime Minister
PEI	Poverty Environment Initiative
PFM	Public Financial Management

RC	Resident Coordinator of the UN
RDB	Rwanda Development Board
REMA	Rwanda Environment Management Authority
RGB	Rwanda Governance Board
RGS	Rwanda Governance Scorecard
RNP	Rwanda National Police
ROAR	Results Oriented Annual Report
RPA	Rwanda Peace Academy
RR	Resident Representative of UNDP
RRB	Rwanda Reconciliation Barometer
SACCO	Savings and Credit Cooperatives Societies
SDG	Sustainable Development Goal
SERPG	Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth
SIDA	Swedish International Development Cooperation Agency
SME	Small and Medium Enterprise
SPIU	Single Project Implementation Unit
SWAp	Sector Wide Approach
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNTFHS	United Nations Trust Fund for Human Security
UPR	Universal Periodic Review
USAID	United States Agency for International Development
WFP	World Food Programme
YPLA	Youth Political Leadership Academy

EXECUTIVE SUMMARY

UNDP IN RWANDA

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted a country programme evaluation in the Republic of Rwanda, a second country-level evaluation since 2008.

UNDP has been operating in Rwanda since 1977. The country has achieved significant development since the 1994 genocide, particularly during the last 10 years under review, resulting from strong socio-economic and governance reforms led by the Government. Rwanda is one of the fastest-growing and most-reforming economies in Africa, and there are clear national aspirations to graduate from the agriculture-based low-income country status to a knowledge-based middle-income country by 2020 as defined in its Vision 2020 and two sets of the Economic Development and Poverty Reduction Strategies (EDPRS) I (2008) and II (2013). It achieved most of the Millennium Development Goals, except the poverty goal.

The United Nations Country Team is in its second term with its Delivering as One (DaO) framework, currently operating under the United Nations Development Assistance Plan (UNDAP) 2013-2018. There is a strong commitment by the Government towards achieving the Sustainable Development Goals (SDGs).

Development challenges remain in how to accelerate its poverty reduction efforts, including youth employment; address environment and climate change; and further advancing human rights, rule of law and facilitating peacebuilding and national reconciliation.

The evaluation examined the programme periods 2008-2012 and 2013-2018 with particular attention to the latter, which reflected changes

stemming from the country office's change management process carried out at the end of the previous cycle. UNDP was expected to contribute to two areas of the UNDAF, i.e. inclusive economic transformation and accountable governance. UNDP had five specific programme outcomes to address them, including pro-poor orientation of the growth; sustainable urbanization; sustainable management of the environment, natural resources, renewable energy and climate change resilience; improved public accountability and citizen participation; and promotion of human rights, justice and gender equality.

The programme budget was \$20 million at the start of the previous programme (2008) but declined to \$9 million by 2016. The UN Fund was supported by a single donor at the time of the evaluation, limiting joint programme activities.

FINDINGS AND CONCLUSIONS

The UNDP programmes were relevant to national development needs. They were also in alignment with UNDP's organizational mandate, which stresses national ownership, capacity, and citizen's voice in what it does while addressing sustainable human development.

In all programme areas, UNDP has achieved or is making progress in achieving their objectives as defined in its Common Country Programme Document. In the areas of poverty and environment, UNDP has contributed to strengthening of national institutions' capacity to implement the EDPRS (e.g. through support to the Ministry of Finance and Economic Planning and the National Institute of Statistics of Rwanda to provide better poverty data and analyses); bringing youth and women employment and pro-poor agenda into the national agenda (e.g. through programmes such as Building an Inclusive Financial Sector in Rwanda,

which has enhanced financial access among the poor, and the YouthConnekt initiative, which has brought together the Government, private sector, social media and ICT for improved job creation and entrepreneurship skill building among youth and women); and mainstreaming of the environment, climate change and disaster risk management into sector policies and district development plans (e.g. the Green Village initiative).

In the governance area, UNDP contributed to media reforms for strengthened oversight for government accountability (including support to the Media High Council and the Rwanda Media Barometer); strengthened capacity of the Parliament, National Forum on Political Parties, National Election Commission and other public institutions to fulfil their mandate; and supported civil society organizations through the Rwanda Governance Board for improved citizen participation in monitoring performance of public services and decision-making processes. UNDP also contributed to the reduction in the backlog of court cases stemming from the 1994 genocide through the use of *Gacaca* courts and *Abunzi*, community-based court system and mediation mechanisms, and free legal services for the poor; strengthening of the Rwanda National Police's community policing capacity; the Government's ability to implement international human rights obligations; and strengthening of the country's reconciliation and peace building processes through support to institutions such as the National Unity and Reconciliation Commission and the Rwanda Peace Academy.

Key factors contributing to the results included UNDP's programme design that met Rwanda's post-genocide socio-economic context, and its issue-based approach to programming. The Government's strong commitment to results and partnership with UNDP was critical, particularly for the governance-related programmes. There was a full integration of Rwanda's various 'home-grown solutions' in UNDP's projects, e.g. *Umuganda* (community work); *Imihigo* (performance contract); and *Ubudehe* (mutual support), which helped the results to take root. At the same

time, the reality that UNDP has to continue to rely on declining donor funds and a weak monitoring system (e.g. monitoring of volunteer-based mechanisms and the work of subnational project activities) were among those factors preventing UNDP from maximizing its results.

Together with other UN agencies, e.g. UN Women, UNDP has strengthened Rwanda's gender architecture through a series of concerted efforts (e.g. capacity support to the institutions comprising the National Gender Machinery and instituting the Gender Budget Statement in all ministries and sectors; establishment of a robust gender policy at the National Police addressing gender-based violence). The country office obtained the gold status in UNDP's corporate gender certification exercise, creating an environment promoting gender equality in its programme and operational activities.

UNDP's ability to establish effective and strategic partnerships with relevant partners was mixed, e.g. its engagement with some UN agencies was successful, while with others there were challenges in inter-agency coordination under joint programmes. UNDP's engagement with CSOs was limited and indirect, and some donors were not fully onboard with UNDP's strategy, citing a difference in approaches.

RECOMMENDATIONS

As the country moves quickly from the post-genocide response phase towards the development phase, with clear aspirations towards the middle-income country status, UNDP should:

Recommendation 1. Ensure close engagement in and contribution to the conceptualization and development of the next UNDAF to develop a country programme strategy for the next cycle that is in full alignment with the new national development framework, National Strategy for Transformation.

Recommendation 2. Place a greater focus in its programme work on producing and contribut-

ing to evidence- and research-based work for policy-level advisory services.

Recommendation 3. Explore a partnership strategy that will include options for mobilizing both financial and staffing resources and will ensure UNDP's more robust engagements with donors and its visibility.

Recommendation 4. Continue to pay attention to human development in its programmes, particularly for advancing on the implementation of the SDGs.

Recommendation 5. Continue with the management-led, office-wide efforts to seek efficiency gains and promote programme effectiveness.

Chapter 1

INTRODUCTION

This chapter presents the purpose of the evaluation, an overview of Rwanda's country context and the programmes delivered by the United Nations Development Programme (UNDP), and the evaluation methodology.

1.1 PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

UNDP's Independent Evaluation Office (IEO) conducted an Independent Country Programme Evaluation (ICPE) for UNDP Rwanda in 2017. The purpose of the evaluation was to: (a) support the development of a new UNDP country programme document (2019-2023); and (b) strengthen accountability of UNDP to national stakeholders and to the Executive Board.

UNDP has been operating in Rwanda since 1977. Following its first country-level evaluation in 2008, this is the second independent evaluation conducted by the IEO in Rwanda. In accordance with the terms of reference of the evaluation (Annex 1 available online), the evaluation examined UNDP's work in the two recent programme periods, i.e. 2008-2012 and 2013-2018. Rwanda is one of the United Nations Delivering as One (DaO) pilot countries. UNDP's programmes during the two periods were guided by the United Nations Development Assistance Framework (UNDAF) 2008-2012 and the United Nations Development Assistance Plan (UNDAP) 2013-2018, respectively.

Reflecting the substantive programmatic and structural changes made at UNDP Rwanda between the two periods, the evaluation exam-

ined the evaluative evidence of UNDP's performance through the country office's current programmatic structure with two thematic pillars, the Poverty Reduction and Environment programme and the Democratic Governance and Peace Consolidation programme.

1.2 OVERVIEW OF THE NATIONAL DEVELOPMENT CONTEXT

DEVELOPMENT ASPIRATIONS AND CHALLENGES

Rwanda has made considerable progress in recovering from the 1994 genocide against the Tutsi that destroyed the social and economic fabric of the country. Much of its steady socio-economic recovery can be attributed to the country's national development framework, Vision 2020, which aims to transform Rwanda from a low-income agriculture-based economy to a knowledge-based, service-oriented economy with a middle-income status by 2020.¹ The Government launched the Economic Development and Poverty Reduction Strategy (EDPRS) in 2008 to operationalize the Vision, giving priority to accelerating growth, creating employment, generating exports and good governance. The second EDPRS (2013) further reaffirms Rwanda's commitment to accelerate progress towards middle-income status and better quality of life for all Rwandans, through sustained economic growth and accelerated reduction in poverty.²

A number of positive indicators have been observed in recent years. Between 2008 and 2014, poverty dropped from 56.7 percent to

1 Government of Rwanda, 'Rwanda Vision 2020', Ministry of Finance and Economic Planning, Kigali, 2000.

2 Government of Rwanda, 'Economic Development and Poverty Reduction Strategy II, 2013-2018', Ministry of Finance and Economic Planning, Kigali, May 2013.

39.1 percent, with absolute poverty reduced by 7.8 percentage points to 16.3 percent. GDP per capita increased from \$479 to \$720, and growth has consistently averaged 7.8 percent, with evidence of economic diversification as the share of agriculture's contribution reduced from 39 percent to 31 percent and those of other sectors increased. Compound annual growth in exports was 18 percent during the period 2010-2014 and the value of exported goods and services increased from \$684 million to \$1.315 billion. Higher value-added exports more than tripled in value from \$39 million in 2010 to \$120 million in 2014. Inequality measured by the Gini coefficient reduced from 0.52 in 2006 to 0.45 in 2014.³ Access to financial inclusion has surpassed the 80 percent threshold targeted in EDPRS II, which currently stands at 89 percent. The positive economic transformation is a result of the implementation of structural reforms, sustained investment by the Government, sound macroeconomic management, robust fiscal discipline and improvement of public service delivery, human resources and aid coordination for development. Going forward, a number of challenges must be overcome to sustain the economic momentum and poverty reduction gains, including income inequality that remains high, a relatively non-diverse domestic market, a low productive base and Rwanda's landlocked position which reduces its trade competitiveness due to high transportation costs.

Significant gains have also been made in human development indicators, with increased rates of education, social protection and access to health, raising life expectancy to current 66 years from

54 in 2008. The Government is committed to achieving the Sustainable Development Goals (SDGs), continuing from its success in achieving most of the targets of the Millennium Development Goals (MDGs).⁴

Rwanda is one of the most advanced countries in demonstrating efforts to reduce the gender gaps, with 64 percent of the parliament seats being held by women. Women played a significant role in rebuilding the society after the country suffered a major loss of life, particularly of men, during the genocide. The Government is committed to promoting gender equality and empowerment of women, placing such measures as the establishment of the National Gender Machinery that spearhead its gender efforts⁵ and the introduction of Gender Budgeting (2013). The latter requires all public institutions in the country to prepare a 'Gender Budget Statement', which includes situation analysis, gender disaggregated data about their focus sector, and assessments of policy and expenditure impact⁶. Women still face lower literacy and higher poverty rates, as well as gender-based violence, which remains a serious issue in the country.⁷

Protection and management of the environment are among the pillars of the Government's Vision 2020. The pillar aims to significantly reduce the pressure on natural resources, particularly on land, water, biomass and biodiversity and reverse the process of environmental pollution and degradation.⁸ In an effort to maintain biological diversity, the area of protected land was increased from 8 to 10.13 percent between 2006 and 2012 and the national forest coverage from 20 to 22.4 per-

3 National Institute of Statistics of Rwanda (NISR), 'Rwanda Poverty Profile Report, 2013/2014'.

4 By 2015, Rwanda achieved or was on track for achieving all MDG goals, except those related to poverty (Goal 1).

5 The Gender Machinery comprises four entities: Ministry of Gender and Family Promotion (MIGEPRO), Gender Monitoring Office (GMO), National Women's Council (NWC), and Women Parliament Forum (FFRP).

6 Government of Rwanda, 'Gender Budgeting Guidelines,' Ministry of Finance and Economic Planning, Kigali, May 2008.

7 Rwanda DHS, 2014-2015, and UN Women 'Global Database on Violence against Women: Rwanda'. The Gender Inequality Index ranks the country at 84th out of 159 countries in 2015, UNDP 2016 HDR, Rwanda.

8 In keeping with these goals, Rwanda is a signatory to and has ratified a number of important conventions related to the protection and conservation of the environment including: Convention on Biological Diversity; Vienna Convention for the Protection of the Ozone Layer; Ramsar Convention on Wetlands; and Kyoto Protocol to the United Nations Framework Convention on Climate Change.

cent in the same period. The Government established the National Environment and Climate Change Fund (FONERWA) to provide a reliable and sustainable funding mechanism. It has promoted rainwater harvesting, created special economic zones to minimize industrial pollution, increased access to electricity by 13 percent, and reduced the number of households using biomass from 94 to 86 percent between 2008 and 2011. Further mainstreaming of the environment and climate change goals and coordination of various policies both between and within different sectors remains a challenge.

By 2008, the vast majority of Rwandan refugees who had fled to the neighbouring countries during the genocide had returned, bringing stability to the country. Much progress has been made through national reconciliation, the rule of law and parliamentary reforms, and strengthening of home-grown initiatives. The Vision 2020 includes 'Good Governance and a Capable State' as one of the pillars, with a capable state characterized by the rule of law that supports and protects all citizens without discrimination. The state is expected to ensure good governance, promoting accountability, transparency and efficiency in deploying all its resources. Challenges in the governance sector include improving knowledge and awareness among citizens of their rights and boosting participation of civil society organizations (CSOs) in decision-making at national and local levels. There is also a need to reduce the pressure on the justice system, which faces voluminous pending cases from the genocide and complex legal issues associated with land and inheritance rights and family law.

BILATERAL/MULTILATERAL DONORS IN RWANDA

Numerous bilateral/multilateral agencies have supported the Government of Rwanda to address its development agenda. In the area of job creation and skills development, Sweden has supported the national employment programme and has been a key contributor to the One UN Fund. The African Development Bank (AfDB) has

supported the Skills, Employability and Entrepreneurship Programme (SEEP), small and medium enterprises (SMEs) with a focus on women, and the Rwanda private sector federation. The United States Agency for International Development (USAID) has funded a \$28 million initiative on youth employment. Japan, which focuses on human resource development, rural development, economic infrastructure and industrialization, has provided support to technical and vocational education and training (TVET) institutions such as the Tumba College of Technology, and also focuses on peacebuilding, supporting capacity-building in peace support operations.

Similarly, the Korean International Cooperation Agency (KOICA) has dispatched 60 volunteers to various institutions related to education, agriculture and information and communication technologies (ICT), and has supported a knowledge sharing platform 'Centre of Excellence' through UNDP's global Inclusive and Sustainable New Community project, as well as technical training and innovation centres in Kicukiro. The Swiss Agency for Development Cooperation (SDC) has constructed five TVET schools in Western districts, adapting curricula to disadvantaged youth, as well as providing support to promote off-farm employment. Germany's support has included training of TVET school trainers and managers and in-company supervisors through its employment and economy project and private sector promotion through the KfW. The UK Department for International Development (DFID) has provided support to strengthen the social protection system for the poorest populations through financial aid and technical assistance in local development. The World Bank has assisted the creation of a favourable investment climate in Rwanda for youth employment, agricultural productivity, infrastructure and urbanization, including support from the International Development Association (IDA) on Great Lakes trade facilitation. Other donors include the Netherlands in improving market access and the African Development Fund for boosting competitiveness and enterprise development.

In the area of democratic governance, the major players included: the European Union for the accountable governance programme and measures in favour of civil society in Rwanda;⁹ the Netherlands on support to gender-based violence (GBV) and as the major donor in the Justice, Reconciliation, Law and Order Sector; Sweden on democracy and human rights (2011-2013) covering increased transparency in public institutions and enhanced accountability, rule of law, and sustained peace and security;¹⁰ and USAID for the Rwanda Threshold Programme (2009-2011), covering five components including strengthening the inspectorate services of the Rwandan National Police (RNP); strengthening the Rule of Law for Policy Reform; Media Strengthening; Strengthening Civic Participation; and Strengthening Civil Society.¹¹ The SDC, DFID, Sweden and USAID have a multi-donor civil society programme for 2015 to 2020 to build CSO capacity in effectively contributing to public accountability, good governance, human rights and social cohesion.¹²

1.3 OVERVIEW OF UNDP PROGRAMME

The UNDAF (2008-2012) and UNDAF (2013-2018) were designed to address Rwanda's national development challenges as defined in the Vision 2020 and its medium-term strategies, EDPRS I (2008-2012) and II (2013-2018). They have provided a programmatic framework for all UN agencies, including UNDP, since 2008. The DaO is in its second term in Rwanda, and UNDP's work is more aligned with the UN framework under the current UNDAF.

Under its Common Country Programme Document (CCPD) 2013-2018, co-signed with UNFPA, UNICEF, and UN Women, UNDP is expected to address two of the three UNDAF results areas, i.e. inclusive economic transformation and accountable government. Its programme covers five outcome areas, managed by two thematic teams: the Poverty Reduction and Environment Unit, which was responsible for the areas related to pro-poor orientation and diversification of economy (combined Outcome 35), sustainable urbanization (Outcome 37), and environment and climate change (Outcome 36); and the Governance and Peace Consolidation Unit, responsible for those related to institutional accountability and civic participation (Outcome 38) and human rights, justice, and gender equality (Outcome 39).

A human rights-based approach (HRBA) has been an integral part of UN Rwanda's DaO approach, which applies to all programming processes, including assessment and analysis, planning and design, and monitoring and evaluation.¹³

At the time of the evaluation, UNDP Rwanda comprised 40 staff (seven international, 12 national, and 21 general service staff), one service contract holder, and eight UNV staff (Annex 3 available online). UNV staff were embedded in the two programme teams and the communication function. One staff represented the UN Capital Development Fund (UNCDF). UNV's strategy focuses on "harnessing the power of volunteers and volunteerism to achieve internationally agreed goals for peace and development (SDGs)," and it works closely with the UN agencies in the country in various thematic areas.¹⁴ UNCDF, operating in Rwanda

9 European Union, 'Status of Cooperation between European Union and Rwanda', 2014, p.2.

10 Kluyskens, Jups, 'Review of Sweden's Support to the ONE-UN Programme in Rwanda', Final Report. SIDA, Stockholm, 2015.

11 Mathematica Policy Research, 'Rwanda Threshold Programme Evaluation' Final Report, 2014.

12 DFID, 'Multi Donor Civil Society Support Programme, Annual Review – Summary Sheet', June 2015, pp.1-9.

13 UN Rwanda, 'Applying a Human Rights-Based Approach to Development Work in Rwanda: A practical handbook to guide UN Agencies and Implementing Partners of UN Projects', Kigali.

14 'UNV Strategic Framework 2014-2017'. UNV works in five areas: securing access to basic social services; national capacity development through volunteer schemes; youth development; peacebuilding; and community resilience for environment and disaster risk reduction. In Rwanda, it has its own projects as well as UNDP-embedded efforts.

Table 1. UNDP/UNDAP Outcomes	
Outcomes	UNDP's Specific Contribution Areas (CCPD)
UNDAP Focus Area 1: Inclusive Economic Transformation	
UNDP Outcome 35: Pro-poor orientation of the growth and economic transformation is reinforced (UNDAP Outcome 1.1); and a diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains (UNDAP Outcome 1.2)	i) Expert policy and advisory services to support pro-poor orientation of the economic transformation agenda including social protection, and policy advisory support on natural resources management (land and mining) in the context of the green economy; ii) Expert knowledge and technical support to key targeted national institutions to enhance policy coherence and the promotion of economic transformation, regional integration and trade; iii) Capacity-building support to the Ministry of Finance and Economic Planning for developing the institutional framework for strategic resource mobilization; technical assistance, policy support and capacity-building to strengthen country-level mutual accountability framework for development effectiveness; and iv) Policy advisory support to strengthen national capacities for policy coordination and cross-sectoral linkages and improve public-service delivery.
UNDP Outcome 36: Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate change resilience (UNDAP Outcome 1.3)	Policy advisory and capacity-building support and knowledge exchange to strengthen the capacity of relevant national institutions, NGOs and CBOs to integrate, adapt to and mitigate climate change and disaster risk reduction in key sectors; technical and financial support to rehabilitate critical ecosystems in targeted areas; support for strengthened inclusion of pro-poor natural-resource sustainability investments in budgets and other financial mechanisms.
UNDP Outcome 37: Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women (UNDAP Outcome 1.4)	Capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets; financial and technical support to access to financial services.
UNDAP Focus Area 2: Accountable Governance	
UNDP Outcome 38: Accountability and citizen participation in sustainable development and decision-making processes at all levels improved (UNDAP Outcome 2.1)	Policy advice and capacity-building support and access to expert knowledge services to strengthen citizen participation, cognizant of gender considerations, in electoral and political processes including policy formulation and legislation at all levels. In support of this objective, provision of technical support and capacity-building to implement media-sector reforms.
UNDP Outcome 39: Human rights, justice and gender equality promoted and implemented at all levels (UNDAP Outcome 2.2)	Technical support and capacity-building to key justice partners to improve access to justice through the courts and community-based mechanisms and to strengthen national capacities to comply with human rights obligations; technical support to deepen the efforts to promote peace, unity and reconciliation; strengthening of national capacity for crime prevention and response; and strengthen the capacity of the national gender machinery.

since 2005, has focused on local development and inclusive finance.

UNDP's programme budget was \$20.3 million at the beginning of the previous cycle (2008). By 2016, however, the budget declined by more than half to \$9 million. The major donors during the periods included Sweden, the Global Environment Facility (GEF), Japan, Switzerland, DFID, KOICA, and One UN Fund. About 88 percent of the projects during the two periods were implemented through the national implementation modality (NIM), which has become the only modality in the current programme cycle.

1.4 EVALUATION METHODOLOGY

The evaluation was conducted in accordance with the terms of reference (Annex 1 available online), which detail methodology, data collection and analysis methods, management arrangements, and the overall evaluation process and time-frame. It addressed two key questions: i) to what extent UNDP has contributed to development results during the two programme cycles (overall effectiveness); and ii) what was the quality of its contribution (programme relevance, efficiency, and sustainability)? UNDP's relative position among the development partners was also examined.

As part of preparatory work, all projects in UNDP Atlas were mapped under each of the five programme outcomes. They included projects running from the earlier cycles.¹⁵ A group of projects were then selected for in-depth analysis based on the criteria as defined in the terms of reference. The evaluation relied on a contribution analysis by using a theory of change developed for each of the outcome areas. Several country-specific contextual issues were considered when assessing various factors influencing the observed results, including:

- Rwanda's strong economic and social reforms that followed the 1994 genocide.

- The application of home-grown solutions.
- The DaO framework and the SDGs.
- Declining financial resources base affecting both at UNDP and UN levels.

Data collection included desk-reviews of reference material (Annex 8 available online), semi-structured interviews and focus groups with relevant key stakeholders (Annex 7 available online), involving UNDP staff, government officials, national implementing partners, beneficiary groups, think tanks, donors, UN and other development partners. Site visits were conducted for select projects in Gashaki, Gekenke, Gishwati, Koyanze, Musanze, Ngororero, and Rubavu. Each outcome was assessed by using the outcome analysis template developed for the evaluation. It included a summary of key project deliverables by outcome (Annex 4 available online) and status of outcome indicators (Annex 6). Data and information collected through various means and sources were triangulated to enhance the validity of findings.

The evaluation aimed to measure the extent to which UNDP Rwanda has mainstreamed gender according to resource allocations, programme design and human resources. UNDP's financial allocations and expenditures contributing to gender equality and women's empowerment were tabulated and analysed by using the UNDP Gender Marker. UNDP Rwanda's Gender Seal Certification process during the period under review provided much data needed for assessing its business environment and practices promoting gender equality. The data were cross-examined with findings from interviews. UNDP's performance on gender was assessed by using the Gender Results Effectiveness Scale (GRES).

The evaluation team comprised the Lead Evaluator and Associate Lead Evaluator from the

15 As per the terms of reference, the HIV/AIDS programme discontinued in the previous programme was excluded from the evaluation.

IEO and three external experts, including one national. A preparatory mission was conducted between 27 February and 3 March 2017, producing the evaluation terms of reference. A data collection mission took place between 7 and 28 June 2017, yielding individual outcome analysis papers. A draft report was shared for comments with the country office and the Regional Bureau for Africa (RBA) on 6 November 2017. The revised report and an audit trail of the comments were sent to them on 24 November 2017. After the draft report was shared with the national stakeholders, a stakeholder workshop was held through a videoconference on 26 March 2018, co-hosted by the Government, UNDP Rwanda and the IEO. The report was finalized after comments from the stakeholders were considered and the management response was prepared by the country office.

A number of quality-assurance steps were taken before the report was finalized. The initial draft report went through the IEO's internal peer reviews, followed by a review by a member of the IEO's Independent External Advisory Panel.

The report was subject to clearance and approval by the IEO's Directorate.

1.5 STUDY LIMITATIONS

Despite its advance planning, the evaluation team experienced significant delays in launching the interview process during the data collection mission. Some interviews and field visits did not materialize during the mission, and thus follow-up interviews (face-to-face or telephone) were conducted after the mission. This resulted in delays in the subsequent analysis phase.

1.6 ORGANIZATION OF THE REPORT

The present introductory chapter is followed by two chapters on findings, including those on UNDP's contribution to development challenges by each of the thematic clusters (chapter 2) and on how UNDP achieved observed results (chapter 3). The report then presents conclusions and recommendations from the evaluation, along with the management response prepared by the country office (chapter 4).

Chapter 2

ASSESSMENT OF UNDP'S CONTRIBUTIONS

This chapter presents the results of outcome analysis. Following an overview of UNDP's strategy, it discusses the progress made in achieving the programme objectives. Also included are an assessment of UNDP's contribution to gender equality and women's empowerment, reduction of poverty and inequalities, the role of Rwanda's home-grown solutions, and UNV/UNCDF's contribution.

2.1 POVERTY REDUCTION AND ENVIRONMENT

Outcome 35: Pro-poor orientation of the growth and economic transformation is reinforced (UNDAP Outcome 1.1); and a diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains (UNDAP Outcome 1.2)

Outcome 37: Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women (UNDAP Outcome 1.4)

Outcome 36: Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate change resilience (UNDAP Outcome 1.3)

OVERVIEW OF UNDP STRATEGY: POVERTY-RELATED OUTCOMES 35 AND 37

Outcome 35 addresses two UNDAP outcomes: pro-poor orientation of the growth and diversification of the economic base to tap into and

benefit from expanded international, regional and local markets and improved agriculture value chains. It targeted greater inclusion of populations marginalized from the development agenda and shifting Rwanda's economy from rain-fed agriculture-based to industrialization, services-/tourism-oriented, producing increased value-added products for export.

UNDP approached the outcome through various projects. Under Building an Inclusive Financial Sector in Rwanda (BIFSIR) (2010-2016), UNDP supported the implementation of the Rwandan Microfinance Policy Strategy (2013-2018) including capacity-building of the Ministry of Finance and Economic Planning (MINECOFIN), National Bank of Rwanda, Comité Consultatif National de Microfinance (CCNMF) and Association of Microfinance Institutions in Rwanda (AMIR) to strengthen coordination structures, regulation and supervision of the microfinance sector. The programme, supported by UNCDF¹⁶ and funded by KOICA, produced the manuals of procedures, entrepreneurship training modules for microfinance institutions and Savings and Credit Cooperatives Societies (SACCOs); and undertook entrepreneurship skills building linked to financial services.

Under the Support for Effective Development Cooperation for Results programme, UNDP worked with other UN agencies (e.g. UNFPA, WFP, UN Women, UNAIDS, WHO, FAO, and UNECA) to support improved development cooperation and resource mobilization (particularly from non-traditional sources) and enhance evidence-based policy planning, analysis

16 UNCDF contributed \$2.425 million to the programme. It established the YouthStart project to improve access to financial services for low-income youth with an emphasis on savings and financial education in Rwanda.

and M&E capacity. It also supported the Office of the Prime Minister (OPM), local government-related entities (e.g. the Ministry of Local Government [MINALOC] and the Rwanda Governance Board [RGB]), MINECOFIN, the Rwanda Development Board (RDB), the National Institute of Statistics Rwanda (NISR) and the National Capacity Building Secretariat to address critical capacity constraints in the central and local government to facilitate the implementation of EDPRS II through the Transformational Capacity Development programme.

The objective of **Outcome 37** was sustainable urbanization process that transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women. At the UN level, the outcome targeted the creation of off-farm jobs and SMEs and strengthening of entrepreneurship skills among youth and women. UNDP defined its focus in the CCPD as capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets, and financial and technical support to access to financial services.

UNDP co-led the Joint Youth and Women Employment Programme (2014-2018), with the Ministry of Youth and ICT (MYICT) as a key implementing partner, involving 11 UN agencies and seven ministries. The programme supported women and youth in acquiring digital skills and equipment for business management and access to market. YouthConnekt trained 500 youth on entrepreneurship through its Bootcamp initiative, and reached thousands more through television and radio programmes on entrepreneurship and job creation. UNDP supported the Single Project Implementation Unit (SPIU) in MYICT, which split into Ministry of Youth and Ministry of ICT in 2017. The SPIU remained in the Ministry of Youth.

UNDP together with UNV supported the Joint Youth Programme which provided a volunteering platform for youth and women, multimedia studio equipment to Rubavu Youth Centre and also funded start-ups and personnel to train youth in ICT-related business, civic education, volunteerism, human rights, gender and environmental in seven districts. It supported the organization of mentorship sessions for youth network of volunteers at district level and funded the construction of youth-friendly centres. The National Environment and Youth Project aimed at protecting the banks and catchment areas of the Nyabarongo river system from land degradation and solid waste pollution, while creating employment opportunities for youth in 17 rural and urban districts.

A summary of key project efforts and deliverables contributing to the poverty outcomes is presented in Annex 4 (available online).

OVERVIEW OF UNDP STRATEGY: ENVIRONMENT-RELATED OUTCOME 36

Outcome 36 aims to support the Government to strengthen environmental and natural resources management and sustainable land use in the country. To build national, district and local capacity to mitigate climate change, reduce disaster risks and promote sustainable development, the outcome is expected to strengthen the Government's capacity to implement a sector-wide policy¹⁷ for natural resource management; address environmental concerns and climate change adaptation in its programmes and plans; mainstream climate change, environment and disaster risk issues in national and district development plans; and establish a national platform for disaster risk reduction in line with the Hyogo Framework for Action and National Policy.

To address this outcome, UNDP focused on supporting the Government in mainstreaming environment and climate change issues into the

17 An approach adopted by the GoR that enables different stakeholders within a sector can work together and implement a single strategy for that sector. MINECOFIN, ODA Report, FY2013-2014.

country's EDPRS and policy frameworks; and capacity-building of national and local government institutions and communities for EDPRS implementation in environmentally friendly income-generation activities; policymaking for biodiversity of protected areas and land management strategy for utilizing natural resources and enhancing productivity in an environmentally friendly way; and promotion of alternative energy sources that are economically viable and reduced use of biomass.

UNDP supported the Government in developing the Environment and Natural Resources (ENR) Sector Wide Approach (SWAp). The ENR SWAp serves as a collaborative mechanism bringing together all relevant partners to develop and coordinate a coherent support to environment programmes. In addition, UNDP has provided the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) with technical assistance to develop and approve the National Disaster Management Policy. The policy provides guidelines and strategies in the management of disaster risk reduction interventions.

The project Reducing Vulnerability to Climate Change aimed to contribute to climate change risk and flood disaster preparedness by establishing early warning and disaster preparedness systems and support for integrated watershed management in flood prone areas. UNDP supported the Government in setting up the National Environment and Climate Fund (FONERWA), the climate financing facility to achieve the targets in the national Green Growth and Climate Resilience Strategy approved by the cabinet in 2011. After its establishment, UNDP continued its support to FONERWA through the Capacity-Building Support to FONERWA project.

UNDP provided institutional capacity-building support to the Ministry of Natural Resources

in Rwanda (MINIRENA) to mainstream green economy activities to effectively deliver on its mandate and to ensure the implementation of the Environment and Natural Resources Strategy, and supported the Rwanda Environment Management Authority (REMA) to fulfil its mandate to identify, rehabilitate, protect and conserve fragile wetland and island ecosystems through the Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth (SERPG) project. UNDP projects aimed to build national and local capacities through training of MIDIMAR, district authorities including District Disaster Management Committees (DDMCs) and Sector Disaster Management Committees in disaster risk reduction, management, and early warning systems (EWS). The projects also supported the establishment of a disaster communication system and implementation of public awareness-raising campaigns through radio and TV programmes. The Preparedness for Resilient Recovery project, supported by Japan, aimed at strengthening national capacities for disaster recovery, developing a body of knowledge and practical tools for public policies and strategic actions. It also supported the building of resilient houses for communities affected by disasters.¹⁸

As part of its support to people affected by disasters, UNDP has engaged in the Green Village initiative, in which people (especially the most poor and vulnerable) in disaster-prone areas (e.g. the Islands) are relocated to safer places with the provision of basic, environmentally friendly infrastructure. The pilot was initiated in 2011 with the first Rubaya Green Village established by REMA in partnership with the UNDP-UNEP Poverty Environment Initiative (PEI). The Green Village initiative has now been scaled up in all districts of the country by the Rwanda Housing Authority in collaboration with REMA, UNDP, and other Government

18 The project is implemented through three channels: i) CERF – Restoration of critical infrastructure and emergency off-farm livelihoods for landslide-affected population in Gakenke District; ii) UNTFHS – Strengthening human security by enhancing resilience to natural disasters and climate-related threats in Ngororero District; and iii) Preparedness for resilient recovery.

and non-governmental organizations and development partners.¹⁹

In partnership with UNEP, UNDP implemented the PEI to build capacity among key ministries and public institutions, focusing on the integration of the poverty and environment nexus and mainstreaming of environmental issues into policymaking, planning and budgeting. UNDP and UNEP also: i) conducted trainings for institutions such as the Ministry of Agriculture and Animal Resources (MINAGRI), MINICOM, REMA and the Ministry of National Resources of Rwanda (MINIRENA) as well as for the private sector; ii) under the PEI, elaborated the Integrated Water Resources Management Policy and Strategy; iii) worked with REMA and the Rwanda Resource Efficient and Cleaner Production Centre to finalize the report on mainstreaming resource efficiency and cleaner production into national policies and strategies of Rwanda; and iv) worked with REMA and the Rwanda Mining, Petroleum and Gas Board to develop a strategic environmental assessment for new mining and mineral policy for Rwanda, which will lead the next phase of sustainable mining.

A summary of key project efforts and deliverables contributing to the environment outcome is presented in Annex 4 (available online).

ASSESSMENT OF CONTRIBUTION TO RESULTS

UNDP, through its provision of necessary resources and policy services, has contributed to the strengthening of national institutional capacity to implement the development

actions (EDPRS) and improve policy coordination and development effectiveness. UNDP provided resources necessary for government institutions to fulfil their development mandate, e.g. recruitment and financing of experts, which has facilitated their implementation of the EDPRS II. For example, through the Support for Effective Development Cooperation for Results project, UNDP provided international expertise to MINECOFIN to deliver on the EDPRS in three key areas: development and promotion of the export sector; ICT for SMART Rwanda; and financial sector development, and strengthening of its capacity to mobilize external resources from non-traditional sources. Results of UNDP's support²⁰ included improved aid coordination architecture between the Government and development partners;²¹ and establishment (and management by MINECOFIN) of an aid management system, the Development Assistance Database, linked to the Integrated Financial Management Information & System, where donors report their aid flows. It further contributed to attracting investments and promoting private sector engagement in EDPRS II priority areas (e.g. rural development, economic transformation for rapid growth, governance and productivity, and youth employment).

UNDP provided a national staff embedded in the Capacity Development and Employment Services Board (CESB) responsible for the implementation of the Transformational Capacity Development Programme with the OPM and the RDB. This has helped to improve local government's resource mobilization capacities and facilitate public financial management reform, contributing to more efficient, effective and accountable

19 E.g.: Rweru (64 houses) in Bugesera District, Gashaki (50 houses) in Musanze District, Gacaca (16 houses) Rugarama (76 houses) in Burera District, Bugarama (34 houses) in Rusizi District, Rubaya (45 houses) in Gicumbi District and Muyebe (105 houses) in Muhanga District, among others.

20 The project trained 16 technical MINECOFIN staff in negotiations, resource mobilization and contract management; 22 staff from the National Development Planning and Research Directorate in policy, monitoring and evaluation; 34 participants, including those from academia in the Multidimensional Poverty Index by the Oxford Poverty and Human Development Initiative, OPHI.

21 Donor coordination has been undertaken at various levels, including high level to technical. A formal Division of Labour has guided the Government and donors in development assistance placement.

use of public resources in local government.²² The support provided to the RDB through technical expertise contributed to an improvement in contract negotiations (e.g. trained staff were able to secure a \$500 million contract in mining).

Lack of adequate, viable, and timely information on poverty dynamics in Rwanda had been a bottleneck for development planning. Rwanda's evidence-based policy planning has been strengthened by UNDP's support to the NISR and MINECOFIN. The NISR's data collection and production capacity has been demonstrated by the institute's production – with UNDP's support – of the 2012 Population and Housing Census, the 5th Demographic and Health Survey (DHS5) and Household Integrated Living Conditions (EICV 4) as well as various thematic reports and district profiles. The NISR's strengthened capacity has been the bedrock of development planning processes such as EDPRS II. With MINECOFIN, UNDP organized workshops/trainings on the MDGs as part of the Support to Special Activities through Evidence-Based Policy Research and Advocacy in Support of MDG Initiatives in Rwanda project. Key national development documents were disseminated widely raising general awareness on the country's development agenda.²³ Through the production of two National Human Development Reports (NHDR) and MDG progress and final reports, UNDP has contributed to Rwanda's capacity to monitor and report on the MDGs. A series of analyses on the country's preparedness for the SDGs are under way with support of UNDP.

The SPIU²⁴ established in MYICT and strengthened with UNDP support has been charged with implementation of the Youth and Employment Programme and its predecessors, the Joint Youth Programme and the National Youth and Environment Programme.

UNDP has contributed to bringing the youth and women employment agenda at the national level through inclusion of the issues in key sectoral policies and its innovative advocacy work. UNDP has generally achieved its poverty-related targets of mainstreaming youth and women employment into relevant sector policies. A target defined in the CCPD for Outcome 37 to increase the number of sector policies and budget reflecting strategies to promote youth and women employment from none (baseline) to five by the end of 2018 was achieved with at least eight relevant policies in place.²⁵ Youth and women employment objectives have been included in all 30 district development plans, where low productivity and employment challenges are most noticeable. Additionally, there has been an increase of the quota allocated to employment and job creation, averaging 5 per cent of the total annual budget (2014-2017).

With the YouthConnekt initiative, UNDP has established an innovative, critical platform that advocates youth and employment and facilitates job creation and entrepreneurship skills building among them. Initiated by UNDP in 2012 in collaboration with MYICT and UN Rwanda, YouthConnekt has provided a virtual platform that connects youth, the private sector and the Government for employment

22 E.g. through the RGB, 24 coaches have been hired to support the districts (30) in Rwanda in the areas of planning, M&E, and PFM; and an international M&E expert hired for the OPM, producing a M&E guidance for government policies and programmes.

23 E.g. 3,000 copies of EDPRS II and 7,000 abridged version, and 89,000 copies of the Vision 2020.

24 SPIUs represent a GoR strategy in which is a single unit of a ministry is entrusted with the control and management of implementing different projects across sectors (e.g. health, agriculture, water and sanitation, energy, environment and natural resources, justice, disaster management, industry and commerce, and transport). MINECOFIN, ODA Report, FY 2013-2014.

25 Social Protection Strategy 2013, Urbanization and Rural Settlement Sector Strategic Plan, Youth Sub Sector, Sector Strategic Plan, Strategic Plan for the Transformation of Agriculture in Rwanda Phase III, National Investment Strategy, the Urbanization and Rural Settlement Sector Strategic Plan (2013-18), Rwanda Private Sector Development Strategy.

and entrepreneurship opportunities through social media. Supported by the UNDP Innovation Facility,²⁶ YouthConnekt has engaged a significant volume of youth and created off-farm jobs.²⁷ The YouthConnekt and YouthConnekt Hangout series of Google+ hosted more than 3,000 youth from across the country in boot camps. An important spinoff of YouthConnekt has been its popularization and scaling up. The model has been adopted by five countries in the region (Uganda, the Republic of the Congo, the Democratic Republic of the Congo, Guinea and Lesotho), and has been scaled up to the regional level with events such as the YouthConnekt Africa Summit 2017 organized by MYICT.²⁸ UNDP's focus on the needs of youth, especially those living with disabilities, and women helped to draw attention to the vulnerable populations who tend to be among the poorest in the country. Besides its advocacy benefits, the Youth and Women Employment Programme has empowered them to create jobs and helped change their mindsets that they have to be employed by the Government. It also offered an opportunity for entrepreneurial adventure into new areas like ICT and artisanship.

Reports suggest UNDP's contribution to the 'job creation' goal (under Outcome 37), e.g. the Youth

and Women Programme resulting in the creation of more than 100 new companies and more than 3,000 new off-farm jobs (Joint Youth Programme 2014). The status of performance indicators (Outcome 37) as of 2016 showed job creation having 'reached or surpassed' targets.²⁹ Given the existence of multiple development partners supporting the Government on the subject and its complexity, however, the exact number of jobs created by UNDP was not known. Nonetheless, UNDP's significant impact and its potential with a large-scale initiative such as YouthConnekt were clearly evident. While the target of 200,000 off-farm jobs in the EDPRS II has yet to be met, and the full effects of UNDP's Youth and Women Employment Programme (and its predecessors the Joint Youth Programme³⁰ and the National Youth and Environment Programmes)³¹ are yet to be shown, UNDP has put in place a firm platform for fostering entrepreneurship and providing access to finance, which would enable start-ups, and advocacy dividend by focusing on a population often marginalized in development.

UNDP contributed to the promotion of a pro-poor agenda by improving access to finance by previously marginalized and excluded groups of the society, youth and women, and supporting efforts to reflect pro-poor policies in

26 A dedicated funding mechanism launched by UNDP in 2014 to encourage development solutions through the most up-to-date concepts and means.

27 Since its launch in 2012, YouthConnekt is said to have reached 4,000,000 young Rwandans (age 16-34) and contributed more than 4,000 off-farm jobs, according to its website <<http://www.rw.undp.org/content/rwanda/en/home/presscenter/articles/2017/07/07/scaling-up-youthconnekt-initiative.html>>

28 UNDP started the Africa YouthConnekt Hub and Youth Empowerment Fund to which Chinese billionaire Jack Ma bestowed \$10 million and announced ground-breaking projects. Two hundred African young entrepreneurs were invited to work at Alibaba headquarters on cutting-edge projects on e-commerce, artificial intelligence and the Internet.

29 The UNDP Corporate Planning System reports the following as the 2016 status: i) 146,000 off-farm job created (baseline 91,000 and target 200,000); ii) 16,000 SMEs created (baseline 9,000 and target 40,000); and iii) 17,219 women and youth provided with entrepreneurship skills (baseline 0, target 20,000 each for women and youth).

30 Through the Joint Youth Project, UNDP facilitated 556 youth in three districts to participate in youth camps, constructing eight houses for the poor, 12 km of road, and preparation of the National Youth Day. Six thousand youth participated in environmental and social protection activities during International Volunteer Day and 17 Youth Friendly Centres were constructed. The inculcation of a spirit of volunteerism in youth enables them to acquire new values and strengthens their connection to communities.

31 Six years after the implementation of the Youth and Employment Programme that sought to protect the Nyabarongo River system, which covers 33 percent of Rwanda, the results were appreciated by the population: Radical terraces reduced soil erosion and have contributed to increasing farm productivity/acreage and alleviated poverty. The Youth Friendly Centres that were initiated during the National Employment and Youth Project have been scaled up to cover the country as a result of their success.

the country's economic agenda. UNDP with UNCDF played a key role in the Building Inclusive Financial Sector in Rwanda (BIFSIR) project which increased access to finance among youth and women. Entrepreneurial training of youth and women motivated them to start SMEs. In partnership with the Rwanda Cooperative Agency (RCA), it established 416 *Umurenge* SACCOs and harmonized operations manuals and procedures; and supported two local refinancing agencies to offer line of credits to 78 MFIs and SACCOs. UNDP supported the Ministry of Trade and Commerce (MINICOM) in training youth and women on entrepreneurship through the *Hanga Umurimo* ('create your own job') programme, through which 1,800 participants received entrepreneurship training, of whom 39 percent were women. The explicit targeting of women has started bearing fruits. More women and youth freed from the constraints of accessing finance have started micro-enterprises, employing others. The knock-on effect of starting micro-enterprises especially in rural areas cannot be underestimated. This contributes directly to the GoR's goal of reducing on-farm employment. UNDP support to the implementation of the Rwandan Microfinance Policy Strategy (2013-2018) through the BIFSIR contributed to a streamlining of the microfinance sector. This sector had experienced challenges in 2008 when several MFI collapsed as a result of mismanagement and poor oversight. By supporting the National Bank of Rwanda to establish frameworks for regulation, manuals of procedures, entrepreneurship training modules for microfinance institutions and SACCOs to improve governance of MFI, UNDP contributed to increased confidence in MFI. Consolidation of 416 *Umurenge* SACCOs and refinancing two agencies to offer lines of credit to 78 MFIs and SACCOs improved access to finance of the unbanked population. By 2015 SACCO deposits had grown to \$79 million representing 55 per-

cent of all MFI deposits. SACCO membership had hit 2 million Rwandans.

Against a performance target (Outcome 35) of increasing the number of sector plans that reflect pro-poor policies from three (baseline) to 10 by the end of the programme cycle, currently there are 13 policies and plans in place.³² A pro-poor approach has informed almost all 30 district development plans for the period 2012-2018. Pro-poor issues were also underlined in the UNDP-produced reports, e.g. two MDG reports (2013 progress report and 2015 final report) and two National Human Development Reports (2007 on increasing inequality, and 2014 on impact of decentralization on human development), meeting the stated target under the outcome.

A performance target (Outcome 37) to reduce unbanked youth and women, increase use of financial services and products and promote skills schemes from 58 percent (baseline) to 30 percent was also met. This was done through the strengthening of national capacity to provide youth and women with vocational skills and access to financial services, although there is ambiguity in the definition of 'unbanked'. Data on access to finance indicate that the population formally served with financial services disaggregated by gender, youth, and region stands at 89 percent overall (79 percent women, 82 percent youth, and 80 percent rural), which corresponds to a decrease from the baseline of 58 percent to less than 20 percent.

Various factors contributed to the goals under the poverty outcomes (e.g. programme relevance, focus on targeted groups, programme approach). At the same time, the programmes experienced several challenges (e.g. coordination, M&E capacity, and limited engagement with local government and CSOs). Several factors contributed to favourable programme results.

32 Environment Natural Resource Strategic Sector Plan; Financial Sector Strategic Plan 2013; Governance and Decentralization SSP; Health Sector SSP 2013; Social Protection Strategy 2013; Urbanization and Rural Settlement SSP; Water and Sanitation SSP; Youth Sub Sector SSP; JRLS Strategic Plan 2013; Strategic Plan for the Transformation of Agriculture in Rwanda Phase III; Education SSP; and Transport SSP.

First, the relevance of the interventions to documented challenges – poverty and exclusion, lack of access to finances and low level of banking especially for the marginalized, unemployment and degraded environment which affected livelihoods – particularly focusing on the vulnerable population (e.g. the poor, women, youth, people with disabilities, and those in disaster prone areas), created a buy-in by the Government, as the issues are in direct alignment with the GoR development blueprint (e.g. Vision 2020). Second, UNDP and the Government collaborated closely in programme implementation, e.g. the YouthConnekt programme leveraged youth innovation and energy to facilitate entrepreneurship and create jobs. Third, UNDP’s programme approach leveraged not only the synergies of partners (e.g. working with UNCDF on financial inclusion) but also coherence among the outputs contributing to results (e.g. addressing environmental degradation of the Nyabarongo River banks through the National Environment Youth Project while employing youth).

UNDP used a multipronged programmatic approach to improve the coherence of programme results. It included upstream interventions (policy advisory activities, institutional capacity-building) at both meso and micro levels to ensure sustainability of results, as well as the forging of partnerships with other UN and government agencies to maximize UNDP’s impact given its limited resources.

Several factors affected programme achievements. First, despite the DaO framework in place, the joint programmes such as the Joint Youth and Women Empowerment Programme faced inter-agency coordination issues that led to implementation delays. Second, limited M&E capacity within many programmes led to late reporting of results. UNDP’s oversight role is especially important in a project implemented by national authorities, i.e. NIM, to ensure accountability. However, its M&E capacity has been limited, affecting programme oversight functions in the SPIUs within ministries, which have equally weak M&E capacity. Third, UNDP had limited

engagement with local government authorities and CSOs, the very stakeholders who could facilitate greater impact of pro-poor inclusive development and sustainability of outcomes at the downstream level.

UNDP’s environment portfolio has made significant contributions to ecosystem rehabilitation, but much more needs to be done to help the Government achieve its target from 10 percent in 2012 to 17 percent by 2018. Ecosystem degradation has been a major issue in Rwanda given the country’s high population density, high relief (susceptible to erosion) and overdependence on the environment and natural resources for sustenance of livelihoods. In 2012, the Government set itself a target to increase rehabilitation of degraded ecosystems from a baseline of 10 percent in 2012 to 17 percent by 2018. UNDP has supported the Government in addressing ecosystem degradation through several projects mentioned above. So far, 34,808 hectares of land have been rehabilitated, including 22,403 hectares of River Nyabarongo, 12,280 hectares of degraded lands in Nyabihu, Rubavu, Rutsiro and Ngororero districts and removal of 125 hectares of water hyacinth from lake ecosystems. In addition, government reports (Poverty Profile Report 2013/2014) indicate that 695,798 hectares of forest (encompassing agroforestry, woodlot plantation on roadsides, lakeshores and riverbanks) have been created.

Rehabilitation of the degraded ecosystems has brought positive change. About 13,750 households have established agricultural and livestock enterprises, including poultry keeping, beekeeping, mushroom production and pyrethrum cultivation. The bamboo and arnus trees planted along the Bitenga and Sebeya riverbanks are providing environmental and economic benefits to the local households. A project supported by the Least Developed Countries Fund (LDCF), Reducing Vulnerability to Climate Change, has resulted in the establishment of a successful honey production and processing enterprise in Nyabihu District. The Nyabihu Beekeepers Cooperative Union, with a membership of 356, was able to sell

1 ton of honey, worth 700,000 Rwandan francs between June 2016 and June 2017. This benefit has translated into a positive attitude towards environmental conservation among the local community, which is now actively involved in the conservation of the Gishwati ecosystem. In addition, the Nyabihu Beekeepers Cooperative Union and the affiliated local cooperatives have not only helped create awareness on environmental conservation but also made it easier for local households to access finance and financial services, thus improving their livelihoods.

A documentary produced by the project as part of creating knowledge on good practices on climate change in the Gishwati pilot site serves as a lesson to scale up activities addressing climate change adaptation. A manual developed by the project in Kinyarwanda language for beekeepers has helped create awareness on the importance of ecosystem conservation. Also, a web portal developed by the project on climate change (<http://www.rema.gov.rw/climateportal/>) has been used by the stakeholders as a platform to share their experiences, expertise and lessons learned on climate change adaptation and ecosystem rehabilitation.

However, the Government had only managed 10.13 percent of rehabilitated areas by 2015, still having a long way to go in realizing the target of achieving 17 percent by 2018. More efforts and resources are needed from the Government, UNDP and other development partners in this regard. The project's quarterly reports also indicate that UNDP's record-keeping was weak. Some quarterly reports are missing making it hard to track progress in project activities and achievements. There was also a problem in that the terms 'ecosystem protection' and 'ecosystem rehabilitation' have been used interchangeably. The distinction is important as the CCPD indicator tracks the percentage of ecosystems 'rehabilitated' through support to the FONERWA and not the percentage of ecosystems 'protected'.

UNDP has been successful in supporting the Government in mainstreaming environment,

climate change and disaster risk reduction into sector policies and district development plans.

According to the CCPD, the Government has a target of developing seven sector policies reflecting the environment, climate change, disaster risk reduction and gender considerations by 2018 against a baseline of two sector policies. At the time of the evaluation, with support of UNDP, the Government has been able to mainstream environment into 15 development sectors, more than double the target. One key outcome is that the Budget Call Circular from the MINECOFIN now includes environment and climate change mainstreaming guidelines for all development sectors. Similarly, the RGB now includes environmental protection in its Governance Scorecard.

The Government also had a target of developing 30 district development plans by 2018 reflecting the environment, climate change, disaster risk reduction and gender considerations against a baseline of seven districts. This planned target was also achieved. In addition, district technical staff have been trained in environmental integration and reporting in addition to other aspects of environmental management such as data collection, management and reporting at local levels. Interns were recruited to support districts and ministries/sectors in integrating environment and climate change priorities and commitments into sector planning, budgeting and implementation. Apart from the sector policies and district development plans, the Government has also been able to mainstream the environment, climate change and disaster risk reduction into the curricular of 10 higher education institutions. A total of 30 new green schools have also been established. Further, UNDP as co-chair of the Environment and Natural Resources Sector Working Group in Rwanda supported the integration of the environment and climate change priorities into the EDPRS II as well as to increase green investment through the operationalization of the FONERWA.

UNDP created a favourable policy environment and strengthened the capacity of national and local institutions on disaster risk management. However, the technical capacity gap

remains with overdependence on external expertise. Under the 2013-2018 CCPD, the Government had a target of putting in place a National Platform for Disaster Risk Reduction aligned with the Hyogo and Sendai Frameworks. This has been established and is operational. Further, with UNDP's financial and technical support, MIDIMAR developed the National Disaster Management Law, which Parliament enacted in 2015. MIDIMAR also developed a National Contingency Plan for Drought and a National El Nino Preparedness and Response Plan in 2015. In addition, with the support of UNDP advisers, MIDIMAR produced the first comprehensive National Risk Atlas in Africa, providing detailed maps showing disaster-prone areas and the estimated number of population affected by floods, landslides, droughts, earthquakes and heavy storms. The Atlas has informed policymakers to make Rwanda's development and investment more risk-informed, resilient and sustainable to protect development gains.

Further, UNDP has collaborated with MINIRENA to operationalize an EWS with enhanced data collection, processing and sharing capabilities. This has facilitated improved climate change prediction and it is estimated that better forecasts have helped prevent disasters that would have affected a large part of the population living in the risk areas. The EWS is already delivering climate change information and early warnings right to the grassroots level. In addition, the human (training) and institutional (Meteo Rwanda) capacity has been strengthened to effectively utilize the hydro-meteorological network and to conduct climate risk assessment and forecasting.

The 60 rain gauges and 30 automatic weather stations installed in 30 farmers cooperatives and targeting the youth in the project site have helped raise awareness on climate change in the education system. Further, the development of a Short Message Service (SMS) platform for communication of forecast and/or alerts twice daily has gone a long way in creating awareness on climate change issues. The initiative, in which MIDIMAR trained a total of 1,300 participants,

including community leaders, to receive EWS information, forecasts and alerts using mobile phones provided by the Government, has helped close the knowledge gap in the sector.

MIDIMAR has also developed a National Disaster Risk Management Plan and District Management Plans for seven districts. A Disaster Communication System has been established allowing effective communication from the grassroots to the national level in case of emergency. M&E capacity on disaster management has been strengthened by preparing Rwanda's hazard profiles and maps, and a national disaster database. Through UNDP's technical and financial support to MINIRENA, MIDIMAR and REMA, Rwanda obtained the Green Climate Fund accreditation in 2015. This has enabled the country to mobilize resources for the implementation of its Green Growth and Climate Resilience Strategy.

However, disaster risk reduction being a new area in Rwanda, the country still lacks the requisite technical skills and capacity to sustainably manage it. Hence it overly depends on external experts. For instance, the National Risk Profile for disaster risk reduction was only partially completed because of lack of technical expertise. In addition, there has been high turnover of staff at the district level and in government institutions, hindering achievement of project objectives and institutional capacity-building. This is one area the GoR, UNDP and other development partners should direct efforts to.

UNDP-supported Green Villages have become a successful model demonstrating how integrated sustainable natural resource management can help reduce poverty, enhance environmental sustainability, empower communities and improve quality of life. The Green Villages have generated positive change to the relocated households. As a result of the introduction rainwater harvesting systems to the Green Villages, the use of biogas residue as fertilizer, tree planting and terracing, food security for the community has increased and excess production

is being sold to generate income. Terracing has helped to reduce landslides which used to cause damage to property and, in extreme cases, loss of lives. The sale of milk and fertilizer has brought in additional income, improving the livelihoods of the households. Having water closer to home and biogas for cooking has saved significant time, and women and children can now spend their time on more productive activities including schoolwork, as they no longer travel long distances to fetch water and/or collect firewood. The Green Villages have also offered an opportunity for the local governments to reach the residents easily compared to when they were scattered in different Islands or other inaccessible areas.

Today all district development plans in Rwanda include the objective to establish at least one Green Village. Rwanda's experience can serve as a model of how green policies can bring about significant change in the lives of the poor and the most vulnerable.³³

The performance indicators used for corporate reporting on the poverty and environment outcomes are generally very broad and not appropriate for tracking and measuring UNDP's performance. For Outcome 36 on environment and energy, the indicators used for reporting on the progress in the Corporate Planning System include "percentage of population accessing modern energy source", with a baseline of 10 percent and target of 50 percent by 2018 (Annex 6, available online). The status was recorded as 'significant progress', marked as 19.8 percent in 2015 and 24 percent in 2016. The data quoted were, however, from the Rwanda Energy Group (2016) which measures progress at the national level. In its annual self-reported assessment, UNDP's performance on this outcome was more specifically discussed.³⁴ For Outcome 35 on pro-poor growth,

the reported indicators were also those measuring Rwanda's national progress, i.e. 'GDP per capita' and "number of extremely poor household benefiting from social protection programmes", rather than those directly relevant to capturing the performance of UNDP's interventions. The discrepancy in the performance indicators used in various reporting documents, as well as the choice of indicators, were problematic, limiting the ability to clearly demonstrate UNDP's programmatic efforts in the relevant sectors.

There is room for more collaboration in the energy sector with development partners. Interviews with stakeholders suggested opportunities and potentials for joint effort with other development partners. For instance, UNDP could consider collaborating with the AfDB to initiate activities in the energy sector, especially on rural electrification, targeting the Green Villages. UNDP could also collaborate with the AfDB to implement biomass projects to serve as a source of energy and also help rehabilitate degraded areas. These would not only provide clean energy but also help conserve forests and mitigate negative health impacts of fuelwood. UNDP and the AfDB could introduce and promote fuel-efficiency technologies/modern cooking technologies. UNDP could also consider supporting private companies to invest in energy ventures by providing credit at concessionary rates.

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

A key component of UNDP's support to the Government of Rwanda, gender has been one of the cross-cutting components in UNDP's poverty and environment programmes. Most of the project interventions planned and implemented during the review period were gender-targeted

33 E.g., a cost-benefit analysis undertaken in 2017 indicated that the first Green Village demonstration project started in 2010 in Rubava in Gicumbi District through the UNDP-UNEP PEI generated benefits surpassing costs by 15-35 percent with rates of return of around 20 percent. UNDP Rwanda.

34 In the ROAR, UNDP was reported as having contributed to this by supporting 105 households to access biogas and solar energy through the Green Village programme; and that it supported community-based pilot projects to promote energy-efficient cooking stoves in three districts of Western Province, benefiting 95 households, resulting in a 50 percent reduction in fuelwood consumption.

to gender-responsive, with attention to the most vulnerable. Gender equality is one of the most important pillars of development and an area where notable achievements have been registered. As a lead on the MDGs, UNDP ensured tracking of gender dimensions in development processes, and trained other UN agencies on mainstreaming gender dimensions into activities. The BIFSIR programme, for example, set the threshold for women at 60 percent of total programme participants. As a result, 127,957 new stakeholders were served in 2013 and 2014, 51 percent of whom were women. From January to June 2015, 13,749 new stakeholders were supported under the programme. In addition, 7,938 village savings group members were linked to financial service providers, resulting in 1,045,993 women in Rwanda accessing financial services through the BIFSIR programme. The Joint Youth Programme and the subsequent National Youth Environment Programme also targeted women, specifically girls. The number of girls participating in the activities was slightly less than boys, especially in Youth Friendly Centres, mainly because of cultural barriers (reluctance of parents to let girls spend too much time in the centres). However, this was rectified by organizing girls-only activities where necessary.

In the environment, energy, climate change and natural resources management sectors, gender equality has been given priority and all projects under this outcome have specific activities that enhance gender equality and women's empowerment. The Building National and Local Capacities for Disaster Risk Management in Rwanda project (2013-2018), for instance, recognizes that women are more affected than men by disasters. Given this, the project has integrated gender considerations into key actions in the implementation of planned activities. Both women and men have been able to participate in the trainings on Disaster Risk Reduction/Disaster Risk Management (DRR/DRM) at the national and local levels. Both women and girls have been sensitized to play a crucial role in disaster risk reduction. This is meant to allow them to develop coping capacity for disaster risk reduction.

In the Decentralization and Environmental Management (DEMP II) project, implemented in two phases (2004-2007) and (2008-2013), gender was mainstreamed into project activities. Casual labour was selected based on gender equality criteria and reflected in important project documents including tender documents and business plans. The LDCF-supported Reducing Vulnerability to Climate Change, (2010-2015) project put in place measures to ensure gender equality in the implementation of activities. For instance, 60 percent of cooperative members in Nyabihu District were female and benefited from different training activities including mushroom production and poultry keeping. Through the project's intervention, women have enhanced their basic capabilities and self-confidence to challenge and counter existing disparities and barriers. In order to enhance their skills in managing funds earned from income-generating activities, cooperative members were trained in access to microfinance services and wealth-creation strategies. This has led to individual economic empowerment through enabling decisions on savings and credit use, making it possible members to set up micro-enterprises and increase incomes.

The PEI project was implemented in three phases (Phase I: 2005-2007; Phase II: 2007-2011; Phase III: 2014-2018). The current phase (2014-2018), which aims to enhance the contribution of sound environmental management to poverty reduction, sustainable economic growth and the achievement of the MDGs, has integrated gender aspects into key project activities. To ensure that women benefit from the activities, gender has been incorporated into every step of the project. The project has also taken into account the needs of the youth to ensure that nobody is marginalized. In the cash-to-work jobs, women are given first priority and are continuously sensitized to actively participate in project activities. Women are thought to have more impact, as men usually waste away their money on entertainment. In 2014, for example, around 30 percent of temporary new green jobs under the project were created for women. The skills on land husbandry for 600 local communities were strengthened with women constituting

34 percent of the participants. UNDP supported the construction and relocation of 210 households originally located in vulnerable and fragile ecosystems, of which 134 are owned by vulnerable women (SERPG 2014). In 2014, the Rubaya Green Village was selected as a best practice from Rwanda to be exhibited at the UN Women-organized 'Share-Fair on Women's Technologies' that took place in Nairobi, Kenya. The role of women in this Green Village development has been classified as an outstanding example (REMA October 2014).

The Poverty and Environment Unit regularly conducts gender analysis to "assess the extent to which the projects have met the standards of the corporate requirements on gender, and how gender mainstreaming can be reinforced in the planning, implementation, and monitoring and evaluation of ongoing and future projects".³⁵

APPLICATION OF HOME-GROWN SOLUTIONS

Home-grown solutions embedded in UNDP's poverty and environment programme played a critical role in ensuring programme results and their ownership among the implementing partners and local government. *Umuganda*, community work in Rwanda, has its origins in the culture of the country. In pre-colonial Rwanda, *Umuganda* was a traditional practice and cultural value of working together to solve social and economic problems for mutual benefit. Currently, *Umuganda* is compulsory for everyone and is generally undertaken on the last Saturday of the month. *Umuganda* is used as a platform to implement government programmes, such as those relating to decentralization and economic development. Its practice is considered to be a significant element in the Government's poverty eradication plans as well as in promoting unity and reconciliation in a society that has been devastated by conflict, genocide and poverty. Through the Joint Youth Programme, it mobilized youth to

participate in and contribute to ecosystem protection, construction of roads and terraces in 17 districts of Rwanda. *Umuganda* has also been used successfully across the environment, energy, climate change and natural resources management project activities. In the LDCF-supported climate change project, for instance, *Umuganda* was used to rehabilitate the degraded Gishwati ecosystem, particularly in the Bigogwe sector of Nyabihu District, through the planting of trees and construction of contours to control soil erosion. *Umuganda* has also been successfully used by the SERPG project to rehabilitate degraded river catchments such as Nyabarongo and Cyagara through the planting of trees. The *Umuganda* approach has also been successfully used under the Building National and Local Capacities for DRM in Rwanda and PEI projects to construct houses for not only those affected by natural disasters in the Gakenke and Ngororero districts but also other affected areas in the country.

Ubudebe, the long-standing Rwandan practice and culture of collective action and mutual support to solve problems within the community, has been pivotal in addressing inequality in the society. *Ubudebe* was instrumental in identification of the most vulnerable beneficiary populations for UNDP programmes, especially in the disaster-affected districts. These are the households/families that have been also given priority in UNDP Green Villages. Through the *Girinka* (one cow per poor family), families are able to get milk and manure, thus boosting nutrition and farm productivity. This has helped in the fight against extreme poverty, especially in the rural areas of the country. *Girinka* has also had a positive impact on income, translating into improved livelihoods. Among those benefiting from the programme are members of the female-headed households resulting from the 1994 genocide.

The use of *Imibigo* (performance contracting) has been critical in instilling a sense of accountability at both the national and local level, thus

35 UNDP Rwanda, 'Gender Analysis Report: UNDP Rwanda's Poverty Reduction & Environment Portfolio. Draft 3,' June 2017.

making the public agencies and institutions more effective and accountable in the implementation of national programmes and to accelerate the socio-economic development agenda contained in the Vision 2020 and EDPRS policies. *Imibigo* contributed to the sustainability of UNDP programme outcomes through setting targets and ensuring implementation. *Imibigo* has been effectively used by MIDIMAR, MINIRENA and REMA to improve the social well-being of the people.

Umwisherero (national leadership retreat), where leaders convene in a secluded place to reflect on issues affecting communities, identify solutions and pass actionable resolutions for implementation, served as an entry point for the prioritization of interventions that reinforced UNDP's interventions. The *Umwisherero* is particularly important for driving achievement of results because it is led by the Office of the President in conjunction with the Office of the Prime Minister and thus creates a buy-in of other stakeholders. *Umushyikirano* is a forum where participants debate issues relating to the state of the nation, state of local government and national unity. It is held at the end of the year to review progress on resolutions made during the *Umwisherero*. This provided an important mechanism for monitoring and evaluation of progress. During *Umushyikirano*, all Rwandans have the opportunity to ask questions, raise issues and criticize implementation.

These home-grown solutions are informed by broader medium and long-term planning and budgeting processes, such as the EDPRS and Vision 2020, sector-specific strategic plans, annual action plans and the five-year District Development Plans; and have made a large impact in strengthening service delivery, improving accountability and quickening the pace of citizen-centred development activities and programmes in the country.

CONTRIBUTION TO REDUCTION OF POVERTY AND INEQUALITIES

UNDP's programmes contributed to the reduction in poverty and inequalities, the organization's corporate mandate. By creating alternative livelihoods, the supported activities in the areas of environment, energy, climate change and natural resource management have been able to improve the livelihoods of the poor and most vulnerable households. The BIFSIR programme has helped to improve access to financial services for vulnerable groups. The rural-oriented *Umurenge* SACCO initiative³⁶ and other UNDP interventions were designed to reinforce poverty reduction efforts. The improvement in access to financial inclusion and the increased youth and women employment had a significant bearing on reducing inequalities.

The majority of the rural and urban poor in Rwanda are critically affected by environmental conditions and lack of access to environmental assets. Widespread environmental degradation is undermining access by the poor to land and natural resources on which they depend for their livelihoods. The result is a steady decline in economic opportunities and well-being among poor and vulnerable groups throughout the country. UNDP stepped up to the challenge. Through the joint UNDP/UNEP LDCF-supported climate change project, the livelihoods of members of Gishwati community in Western Rwanda have improved and the members have been economically empowered. Through the creation of alternative livelihoods – such as mushroom production, beekeeping, poultry keeping and fruit farming – the local community, especially women and youth, have been able to expand their agricultural enterprises and/or start new businesses. The local community also has embraced the savings culture and are now able to save and borrow from the many agriculture-based SACCOs in the district.

36 The establishment of *Umurenge* SACCOs has significantly changed the landscape of formal financial access in Rwanda. It has supported Rwandans who otherwise would not have any opportunities. FinScope Survey 2012.

Through the Building National and Local Capacities for Disaster Risk Management in Rwanda project (2013-2018), the livelihoods of 205,000 disaster-affected people in Gakenke District have been improved. Households have been provided with start-up cash grants to re-establish their businesses destroyed during the recent natural disasters. In addition, the project has provided cash for work opportunities for 1,500 women and men and also provided assistance for replacement of productive assets for 300 individuals at \$100 each. Under the project, a total of 10 community savings and loan groups have been assisted, providing much-needed start-up capital for small income-generating activities. Community savings and loan groups have been organized and DDMOs have assisted the community groups to develop simple business plans.

Through the PEI project, the Government has continued to sensitize the people to the poverty-environment nexus: that environmental degradation affects the quality of growth and that the link between environment and poverty affects the most poor and vulnerable, whose livelihoods are dependent on the natural environment. The project has been able to develop a knowledge base on poverty-environment linkages through an economic analysis of the costs of environmental degradation, identification of poverty-environment-energy linkages and increased public awareness about poverty-environment linkages through productions for TV, radio and print media.

The convening and coordination role played by UNDP in Rwanda can be attributed to achievement of some of the successes listed above. UNDP co-chaired two of the Development Results Groups (DRGs) within the DaO framework contributing to the development and prioritization of the pro-poor policies, MDG acceleration, youth employment programmes and social protection and played a key role in bringing together various development partners through the Development Partners Forum.

CONTRIBUTION BY UNV/UNCDF

In the poverty and environment sector, both UNV and the UNCDF have played a key role in responding to emerging development needs of the country. With over 26 volunteers placed in different UN Agencies, UNV has supported critical strategic areas in the country including community resilience and disaster risk reduction; peacebuilding; securing access to basic services, national capacity development and youth development. Four of the nine staff members in the Poverty and Environment Unit in UNDP are volunteers. UN Volunteers supported the Youth and Women Programme, BIFSIR and the Joint Youth Programme, providing expertise on youth volunteering and programming. UNV was the lead in the creation of a platform for cooperation and multistakeholder partnerships among academia, private sector and the Government for skills development and employment creation for youth in ICT. UNV together with MYICT provided opportunities for participation and skills development for youth through the creation of a national online volunteering platform in the framework of YouthConnekt. UNV was also instrumental in the first Joint Youth Programme; backstopping the volunteering option where 556 youths (of whom 214 were girls) participated in youth camps, which rehabilitated/built, 20 km of roads, terraced 10 hectares of land, constructed seven houses for vulnerable citizens. Six thousand youth participated in environmental and social protection activities with the collaboration of UNV.

In the environment area, UNV has played a key role, especially in response to the aftermath of the recent floods and landslides in the country. One of the UNVs attached to the Poverty and Environment Unit manages GEF funds and has been instrumental in drafting programme implementation reports. In addition, the UNV supports the unit in drafting the terms of reference for evaluation of the GEF-funded projects. The volunteer also works closely with REMA to conduct trainings and project management. Another UNV, seconded to the Poverty and Environment Unit by KOICA, has assisted in the implemen-

tation of activities on climate change adaptation and green growth.

UNCDF has contributed to the creation of off-farm jobs, new SMEs (both at local and national level) as well as providing women and youth with entrepreneurial skills under the Joint Programme on Youth and Women Employment. It was part of a 12-member UN agency consortium that implemented the Joint Programme in which UNDP had planned to support MYICT in providing TVET and toolkits to the youth living with disabilities to set up their own SMEs. This flagship project brought together 12 sister UN agencies under the coordination of ILO, including UNDP, UNCDF, UNECA, FAO, UN Women, UN-Habitat, UNIDO, UNV, UNCTAD, UNESCO and ITC and seven ministries including MYICT, MINECOFIN, MINICOM, MIGEPROF, Ministry of Public Service and Labour (MIFOTRA), Ministry of Education (MINEDUC), MINALOC and the Private Sector Federation. UNCDF collaborated closely with financial institutions and the Ministry of Trade to promote accessible finance and development of new financial products as well as promoting financial literacy especially for women and youth.

2.2 DEMOCRATIC GOVERNANCE AND PEACE CONSOLIDATION

Outcome 38: Accountability and citizen participation in sustainable development and decision-making processes at all levels improved (UNDAP Outcome 2.1)

Outcome 39: Human rights, justice and gender equality promoted and implemented at all levels (UNDAP Outcome 2.2)

OVERVIEW OF UNDP STRATEGY

The key objectives of the current governance programme at UNDP Rwanda are: i) build capacities to foster more accountable and open governance;

ii) stimulate inclusive governance for sustainable development; iii) promote peaceful governance processes that advance shared national goals; and iv) support vibrant, responsible and capable civil society. The programme places particular importance on supporting stakeholders to develop context-specific responses; taking into consideration cross-cutting issues mainly human rights and gender equality; and maintaining regular dialogue with implementing partners and stakeholders for efficiency and coordination.³⁷

UNDP's main strategy in Outcome 38 entails facilitating the creation of a media self-regulation mechanism; increasing media capacity in gender mainstreaming; capacity development of the electoral body to deliver fair, transparent and credible elections; support to political parties including helping them set up women's leagues, enhance youth participation in politics and strengthen the forum for women parliamentarians; and technical support to parliament to sharpen its oversight role. The thrust of this strategy was to create a robustly engaging and gender-sensitive media industry in Rwanda that would hold government at local and national level accountable;³⁸ and increase citizen's confidence in and satisfaction with the oversight work of parliament, the operations of the electoral body and political parties so that they register as voters in larger numbers and participate broadly in elections at local and national levels. The key assumption in this strategy was the continued commitment of the GoR to good governance.

Outcome 38 had three programmes. The key deliverables of the Inclusive Participation in Governance (IPG) Programme were establishment of a parliamentary research unit, oversight field visits for parliamentary committee members, media reforms including the establishment of a media self-regulation mechanism, implementation of the Rwanda Governance Scorecard (RGS), Mobile School of Government

37 UNDP Rwanda, Democratic Governance and Peace Consolidation Unit presentation.

38 UNDP Rwanda, CCPD, 2013.

(MSG) to enhance local government accountability, CSO engagement in policy dialogues and the Rwanda Reconciliation Barometer (RRB), and capacity-building for political parties including helping them start women's leagues and enhance the participation of youth in political party affairs. The Joint Programme on Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme (DDAG), with UN Women and the Office of the United Nations High Commissioner for Human Rights (OHCHR), aimed at strengthening the Parliamentary Research Unit (PRU), capacity-building for parliamentary staff, capacity development for National Electoral Commission (NEC) staff, voter registration and civic education for broader electoral participation and delivery of fair, free and credible elections. Other deliverables were strengthening of the Media High Council (MHC), support for media reforms; implementation of a strategy for gender mainstreaming in the media and strengthening the RGB to generate evidence-based research and assessment of service delivery at all levels and to carry out media reforms. The Strengthening of Civil Society Organizations initiative delivered capacity assessments for members of the CSO Network, grants to CSOs coordinated by the RGB, and awareness raising in the RGB for efficient CSO registration.

The main thrust of UNDP strategy under Outcome 39 was five-fold: i) developing the infrastructure for peace and reconciliation including the Rwanda Peace Academy (RPA) and strengthening the National Unity and Reconciliation Commission (NURC) in order to effectively reach the districts and sectors; and scale them up to the region through training of peacekeepers at the RPA; ii) establishing and strengthening gender equality institutions such as the National

Gender Machinery (NGM) and support to the Ministry of Gender to enhance gender equality at all levels; iii) building the capacity of the National Human Rights Commission (NHRC) to support in human rights monitoring and enforcement, the ratification of international human rights protocols, reducing the backlog in reporting on international human rights obligations, implementation of Universal Periodic Review (UPR) recommendations and generally in enhancing the observance of human rights in Rwanda; iv) supporting the RNP to improve policing through improved relations and exchange of information with communities; and v) improve access to justice through the community-based justice and mediation, as well as the use of integrated electronic case management in the justice system. The overall assumption in the programmes was continued stability in Rwanda and the GoR's commitment to human rights.

UNDP implemented two programmes under Outcome 39. The main deliverables of the Support to Access to Justice for All (A2J, 2008-2013) programme were reform of family and inheritance laws to repeal provisions discriminatory to women; production of a Trilingual Legal Index in Kinyarwanda, French and English; support and capacity-building for alternative justice delivery mechanisms, i.e. *Gacaca* courts, *Abunzi* and *Maison d'Access a la Justice (MAJ)*. *Gacaca* is a traditional Rwandan court reinvented in 2001 by the GoR to try category 2 and 3 genocide cases in the transitional justice era to mitigate the backlog of court cases.³⁹ *Abunzi* – mediation committees at cell level – play a key role in community justice and resolution of ordinary disputes between community members. It is mandatory for people to submit their civil cases to *Abunzi* before going to formal courts. The same applies to some cases of penal nature. The MAJ started as a pilot in five

39 It would reportedly take almost 200 years to try all those accused, given the relatively slow pace of case handling at the regular court systems, e.g. the International Criminal Tribunal for Rwanda (which produced only eight sentences and one acquittal after seven years of work) and the Rwanda national court. (Chakravarty, Anuradha, 'Gacaca Courts in Rwanda: Explaining Divisions Within the Human Rights Community', *Yale Journal of International Affairs*, Winter/Spring 2006, p.133). With the *Gacaca* Courts handling the cases, since 2005, more than 12,000 community-based courts have tried 1.2 million cases throughout the country (<http://www.un.org/en/preventgenocide/rwanda/pdf/bgjustice.pdf> Accessed 15 July 2017).

districts during 2008–2012 and was finally scaled up to all 30 districts providing free legal aid to the poor and vulnerable to improve access to justice.

The Joint Programme on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP, 2013–2018), implemented with UN Women, OHCHR and UNICEF, had deliverables including: improvement of Justice, Reconciliation, Law and Order Sector (JRLLOS)'s vertical and horizontal coordination of justice segments; capacity-building for the RNP and support for the community policing committees (CPCs); development and commissioning of an Integrated Electronic Case Management System (IECMS) for the justice sector; capacity development for the NHRC to better monitor and take action on human rights violations and to support the GoR in reporting on its international human rights obligations; support and capacity-building for the NURC to promote peacebuilding and reconciliation efforts in Rwanda; and to support gender equality initiatives including the NGM.

A summary of key project efforts and deliverables contributing to the governance outcomes is presented in Annex 4 (available online).

ASSESSMENT OF CONTRIBUTION TO RESULTS

UNDP's contribution to the two governance outcomes was significant, with a majority of planned interventions delivered (Outcome 38) and major targeted results achieved or likely to be achieved by the end of 2018 (Outcome 39) through implementing partners.

Under Outcome 38, UNDP has helped strengthen capacities of various government and public institutions to fulfil their envisaged mandates. With UNDP support on ICT equipment and capacity-building, the NEC's capacity to run elections in Rwanda improved

and citizens expressed their confidence in the commission through widespread participation in voter registration and voting. Through use of a home-grown solution, electoral volunteers helped reduce the cost of elections per voter over previous elections. The NEC's capacity to run elections improved through use of ICT in voter registration and expanded civic education as evidenced in increased numbers of voters registered. The voter turnout also increased marginally from 91 percent in 2008 to about 98 percent in 2015. Civic education was also targeted at people with disabilities and especially the blind – in the 2017 presidential elections there will be Braille ballot papers. Civic education to enhance voter registration and participation in election anchored in *Umuganda* activities and *Abokorera Bushake* (electoral volunteers) have helped reduce expenditure per voter to \$1.2 compared to \$2.9 in 2009.

The presence of the National Parliament began to be felt in the country as its oversight role improved and citizens became aware of its work through Parliament Radio and parliamentary committee members' field visits. Debates and resolutions were evidence-based due to research support for MPs and senators from the PRU. With UNDP support, Parliament Radio was established and was accepted by Rwandans wanting to follow proceedings. The PRU was established and its work seen in better informed engagements between parliamentary committees and members of the executive in accountability sessions. Additionally, UNDP support to PRU staff improved their skills in analytical research, budget formulation and analysis in the local context, and they became more efficient in their work. As a result, issue papers that used to take more than a day to produce before the training took no more than an hour.⁴⁰ Parliamentary oversight visits to the field to meet policy implementers and beneficiaries have contributed directly to new government initiatives such as SMART Public Financial Management (PFM) training

40 Byabagambi, Arthur, End of Programme Evaluation, 'UNDP Support to Inclusive Participation in Governance' (IPG) Programme – Final Report, 2013.

for all relevant local government staff to improve financial management in the districts.⁴¹

UNDP supported the National Forum of Political Parties (NFPO) to transform political parties by bringing into their leaderships women and youth. The fear of politics in the country also diminished as more parties were formed and more youth embraced politics and went into leadership positions. The women's and youth wings of political parties were strengthened and mainstreamed in party leaderships because of UNDP-supported capacity-building efforts by the NFPO. The NFPO also has a strategic plan for 2016–2021 in use and has contributed to the positive outlook of the youth in politics especially through the Youth Political Leadership Academy (YPLA), which focuses on fighting genocide ideologies. Two alumni of the YPLA have since joined parliament.

UNDP's support helped entrench media reforms, positioned the media as a platform for democracy, and strengthened its watchdog role in society. A media self-regulation mechanism was established and the MHC was strengthened to support capacity-building of journalists across the country. This capacity-building effort, especially for women journalists, has led to the establishment of 10 women-owned media houses – six online and four print. As a result of media reforms, the Rwanda Media Barometer (RMB) was established with the goal of setting up a comprehensive framework for media development monitoring and assessment.⁴² Overall, the 2016 RMB study suggested that the level of media development in Rwanda stands fairly high (60.7 percent). The system of regulation conducive to freedom of expression and media freedom is perceived slightly higher (71.5 percent) than the rest; followed by the level of infrastructural

capacity sufficient to support independent and pluralistic media (68.1 percent), media as a platform for democratic discourse (67.1 percent).⁴³

UNDP's support enabled the RGB to contribute to the participation of citizens in assessing and monitoring service delivery in the districts and at national level and to hold the GoR to account through policy dialogues and regular citizens' satisfaction studies. During the IPG project, the RGB engaged in several public dialogue events including the MSGs, Governance Clinics and the Governance Month. The MSGs were held in 18 districts where the public were sensitized on different good governance issues including anti-corruption, transparency and accountability, service delivery and media reforms. As a result, district leaders better understood their role and responsibilities to their citizens.⁴⁴ The Citizen Report Card (CRC) is produced annually by the RGB to ascertain the levels of community satisfaction with government services at all levels. And these were consistently produced in 2013 through 2016.

The CSO sector's capacity in programming has improved. There is better appreciation among the GoR of the role of CSOs in development and it has involved CSOs in its own activities and contributed resources to the CSO Grant Basket established at the RGB with UNDP support. There is a CSO fund in place at the RGB and grantees work in nearly all sectors of the Rwandan society. The grantees include organizations run by people living with disabilities and work both in urban and rural areas. The Government is putting its own resources into the CSO fund. Representatives of grantees were trained on internal governance and financial management. Post-training survey results revealed that participants improved their knowl-

41 Ibid.

42 Byabagambi Arthur, 'Mid-Term Evaluation of the Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme (DDAG)', UN Rwanda, Kigali, 2016, p.23.

43 Rwanda Governance Board, 'Rwanda Media Barometer Final Report'. Kigali, 2013, pp.3-4.

44 Byabagambi, Arthur, End of Programme Evaluation, 'UNDP Support to Inclusive Participation in Governance' (IPG) Programme – Final Report, 2013.

edge in terms of organizational development and committed themselves to provide accurate financial reports supported by bank reconciliation and cash books.⁴⁵ The HRBA to programming and development has been integrated in many grantees' work. All grantees included gender aspects in their projects, which has been part of the training conducted by the grantees for their beneficiaries. This is deepening the culture of human rights in the development terrain in Rwanda. With experience from the CSO support programme, the Government is now clear about the critical role of CSOs in the country's development and has engaged them in the implementation of *Girinka* (one cow per family programme). The GoR provided funds to six organizations to implement the programme across the country – two cooperatives, two national NGOs and two international NGOs. Overall, grant-making has been maintained throughout the life of the programme through a unique arrangement in which some development partners, INGOs, Constitutional Commissions and other independent persons are members of the Grants Selection Committee, giving it the independence to make decisions without interference. This is a unique and creative architecture for growing the CSO sector in a post-genocide society.

The critical factors contributing to UNDP's progress towards Outcome 38 centre on their relevance to the socio-economic and political context of Rwanda and UNDP's acceptability and trust by the GoR. UNDP management was reported as having provided strong leadership and demonstrated know-how to work in Rwanda, contributing to policy processes. The alignment of UNDP governance programmes to the national context and priorities (i.e. Vision 2020, EDPRS II, the National Programme for Strengthening Good Governance for Poverty Reduction in Rwanda, and the Constitution of the Republic of Rwanda of 2003, revised in 2015) contributed to

the acceptance and success of the programmes. The main factor slowing down the progress was budgetary constraints leading to partial implementation of some programme activities (e.g. the programme supporting the RNP).

Under Outcome 39, UNDP contributed to legal reform to make laws more compliant with human rights standards and dissemination of the Rwandan Constitution so that citizens understand their constitutional rights better. UNDP's support to the revision of the Family and Inheritance Laws to repeal provisions discriminatory of women⁴⁶ has promoted gender equality especially with regard to women's inheritance of land in rural areas where widows from the 1994 genocide were dispossessed. Its support to the Ministry of Justice in developing the Trilingual Legal Index in Kinyarwanda, French and English, as well as dissemination of the Constitution in the three languages (production of 5,000 copies) has increased citizens' accessibility to and awareness of Rwandan law. The results were naturally cascaded downstream to rural areas and were contributory to gender equality and poverty reduction especially for widows and dispossessed orphans.

UNDP contributed to the reduction of the backlog of court cases and congestion in the prisons arising from the 1994 genocide through strengthening of and resourcing alternative justice mechanisms (*Gacaca*, *Abunzi* and the MAJ). The mechanisms reduced the time taken to settle the genocide cases, entrenched reconciliation in the justice delivery system and facilitated speedy access to justice for genocide survivors and perpetrators alike. They enhanced unity and reconciliation but also established judicial authority across the country showing that justice would be served in a relatively timely manner regardless of the number of suspects involved. The establishment of the MAJ enhanced the provision of free legal aid to all, especially to children, GBV sur-

45 UNDP Rwanda, 'Strengthening of CSOs for Responsive and Accountable Governance in Rwanda Programme', Quarterly Progress Report, Kigali, 2013, p.7.

46 Maveneka, Leonard and Zebede Ruramira, 'Final End of Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013.

vivors, vulnerable women and the poor. During the legal aid week, for instance, mobile legal aid clinics were organized in communities to raise awareness on laws related to GBV prevention and reduction. *Abunzi's* major contribution was in increasing access to justice for the poor and marginalized. It also contributed to national reconciliation through mediation.

With UNDP support, the RNP has improved handling of GBV and their relationships with citizens. As a result of citizen involvement in community policing, crime reporting and prevention has improved in Rwanda. By June 2017, 1,305 police officers were trained in the application of the community policing, 20,397 CPC members were trained in crime prevention, and 1,365 anti-crime clubs were formed in primary and secondary schools.⁴⁷ The RNP developed a Gender Policy and a Training Manual for CPCs, and received training on GBV making them aware that GBV was a criminal offense punishable under the law and learning to practice sensitivity in dealing with survivors. Adhering to the meaning of the word *Abahindutse* ('those who change'), the RNP supported the *Abahindutse* Association of former sex workers,⁴⁸ rehabilitating them into society and involving them in the work of the community police in the Rubavu District. With increased sensitization of the public, more women reported on GBV.⁴⁹ Citizens' satisfaction with their personal security was high (92.6 percent) in 2016, according to the Rwanda Governance Scorecard (RGS, 2016). As the confidence of citizens in the RNP improved, there was increased infor-

mation exchange between the RNP and civilian populations.⁵⁰ The community policing initiative restored trust between the police and the community.⁵¹ Courts and police services were more easily and affordably accessed with the introduction of the IECMS, where citizens can launch their cases/complaints online or by text messages and track responses and appointments.

UNDP contributed to building the capacity of the Supreme Court and the judiciary in general with the result that the case backlog was reduced and access to justice for ordinary people improved. With UNDP support the Supreme Court and judiciary became more efficient and effective especially because of digitization of files in all courts, support with transport for mobile courts, training of judicial officers, supply of computers to the courts and introduction of the judicial blog which enabled judges to exchange ideas.⁵² More recent data from the RRB for 2015 shows a score of 90 percent for citizen's trust in the justice system.⁵³

UNDP support to the NHRC and Ministry of Justice has enabled the Government to comply with the country's international human rights reporting obligations and clear reporting backlogs. UNDP has helped the country develop capacity for implementing recommendations under the UPR. In January 2011, the GoR was peer-reviewed under the UPR of Human Rights, and commended for its efforts towards international human rights law compliance, the rule of law, good governance, zero tolerance of all forms of corruption, social and political cohe-

47 RNP data, as of June 2017.

48 <<http://www.rw.undp.org/content/rwanda/en/home/ourwork/democraticgovernance/successstories/community-policing---from-sex-workers-to-crime-prevention-agents.html>> (Accessed 4 July 2017)

49 The number of reports increased from 2,432 in 2009 to 3,444 in 2012. Maveneka, Leonard and Zebedee Ruramira, 'Final End of Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013.

50 Crime reporting to the police increased from 11,818 in 2010 to 17,006 in 2016.

51 The 2014/2015 Global Competitiveness Index report by the World Economic Forum ranked Rwanda as the best country in Africa and the 21st globally where citizens trust police institutions to enforce law and order with a score of 5.8 out of 7.

52 Ibid.

53 Naumann, Craig, 'Mid-Term Evaluation of the Joint Programme on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP) – July 2013 to September 2015', UNDP Rwanda, Kigali, 2015, p.17.

sion and national reconciliation as pillars of its development goals.⁵⁴ According to the Minister of Justice, with support from One UN, by 2013 Rwanda had prepared and submitted all overdue reports to relevant international treaty bodies and reported on the status of implementation of recommendations issued from the UPR.⁵⁵ UNDP supported a coalition of more than 25 CSOs that prepared the shadow report for the UPR and attended the UPR session for Rwanda in Geneva. The GoR has no reporting backlog as of June 2017 on its international human rights obligations and is on course in implementing all UPR recommendations accepted from the 2015 UPR. For instance, the Government does not regulate the media, which now is self-regulated through the Rwanda Media Commission as a result of the 2013 media law reforms supported by UNDP.

UNDP has also supported the NHRC in building a human rights monitoring and reporting coalition with other actors and thus enhancing a human rights culture in the country. In the framework of the support provided to the National Observatory for Child Rights, the monitoring and reporting capacity of the Observatory's focal points at the sector and district level has been increased through training activities.⁵⁶ The Observatory for Child Rights, popularly known as 'Ode', brings together representatives of children, parents, CSOs and religious organizations at the sector level to form a committee that monitors and reports violations of children's rights. Similar committees are also formed at the district level across the country to consider reports from sector level committees before sending those they

fail to resolve to the NHRC for further action. The committees engage in advocacy, monitoring and reporting on child rights and thus help reduce child abuse. As a result, child rights violations such as dropping out of school, molestation in school, and defilement of children and lack of food in public schools are reported and dealt with in a timely manner.

On the gender equality front, progress was made in representation institutions at national and subnational levels and in women empowerment mechanisms. In particular, UNDP supported the Gender Audit for JRLS in 2015 which led to changes in public policy that contribute to gender equality. Gender strengthening and women's empowerment has been deepened in Rwandan institutions. In 2017 the proportion of women members of parliament stands at 64 percent and UNDP supported the coordination of the Forum for Women Parliamentarians (FFRP). Gender Budget Statements (GBS) are mandatory in all the MDAs in government⁵⁷ and were in existence in all MDAs studies in this evaluation. The GBS produced in 2013/2015 indicate that 13 out of 18 ministries (72.2 percent) and 14 out of 30 districts (46.7 percent) have increased their budget for gender equality by at least 10 percent.⁵⁸ The project also contributed to a number of laws that included provisions discriminating women and girls to be repealed, and a law was passed reinstating the 12-week paid maternity leave, and guaranteeing full salaries to women on maternity leave.⁵⁹

With UNDP support to the NURC, peacebuilding and reconciliation has been entrenched at

54 UN Rwanda, 'Delivering as One Annual Report 2011', Kigali, 2012, p.15.

55 Maveneka, Leonard and Zebedee Ruramira, 'Final End of Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013, p.49.

56 As a result of training, 2,218 child rights violation cases were reported to the NHRC, according to UN Rwanda, 'Delivering as One Annual Report 2011', 2012, p.19.

57 Gohou, Gaston, Aimee Usanase and Marjorie Koffibie, 'Rwanda: Mid-Term Review (MTR) – United Nations Development Assistance Plan (UNDAP)', CESS Institute, Quebec, 2016, p.6.

58 UN Rwanda, 'Summary Progress Report – SIDA Support to UNDAP Joint Programmes Narratives and Financials 2013-2016, Kigali, 2016.

59 Ibid.

national and district levels. More actors including CSOs have joined the work. Peace and reconciliation efforts have also borne fruit, as reported by the interviewed beneficiary groups, in that former adversaries have reconciled and live together sharing agricultural land and villages especially in Reconciliation Villages across the country. The reconciliation village lifestyles of peace and accommodation have influenced people in neighbouring villages and cascading reconciliation. Peace committees have been trained and are continuing with the work at district and sector levels across the country. The RRB studies were conducted and disseminated to district peace forums, faith-based organizations, political parties, youth groups, learning institutions and parliament to inform and create awareness about the state of peace and reconciliation in Rwanda. The RRB studies also have the objective of informing policy and strategy formulation.

The main contributing factor to UNDP progress made under Outcome 39 related to relevance of the programmes to the post-genocide Rwandan context and the policy direction of the GoR. The quest for justice, peace and reconciliation, respect for human rights and gender equality are all relevant to the policy of the GoR and to the aspirations of the people who learned significant lessons from the 1994 genocide.

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

The governance programme under Outcome 38 was gender-targeted, as shown in results in parliament, political participation and public service. For instance, the programmes under this outcome were designed to provide support to the development and strengthening of institutional frameworks and CSOs that promote inclusive, equitable and community-driven participation in development processes.⁶⁰ With

this in mind, by 2016 the NFPO had implemented the YPLA programme training 476 youths of whom 49 percent were female.⁶¹ Also, establishment of women's wings in political parties as well as the YPLA brought hitherto excluded women and youth to the centre of decision-making in the media sector and political parties, respectively. Overall, many programmes do take appropriate action to promote gender equality and the environment is generally strong on gender. The GoR has set priorities and made well-recognized achievements in addressing gender equality.⁶² Therefore, the results achieved in terms of the proportion of women in parliament (56.3 percent after the 2008 Parliamentary Elections)⁶³ may be the result of GoR political will and commitment. In the support to the MHC, the programme contributed not just to building the capacity of female journalists but also to spurring women's entrepreneurship in the media, which led to establishment of female-owned media houses and women's empowerment in the private sector. Furthermore, 143 gender focal points were appointed in various media houses and 60 editors were trained in editing skills and other journalists in investigative journalism, HIV/AIDS and child-protection reporting. These actions would give voice to the vulnerable such as children and women. The main factor facilitating success included the strong policy and constitutional direction taken by the GoR and their people towards equality and human rights observance.

Results were more significant under Outcome 39 with a prospect of bringing gender-transformative results in the future. Government Ministries, Departments and Agencies (MDAs) were by law required to incorporate Gender Budget Statements, the national police developed a gender policy and plan to combat GBV. In 2013 through the Joint Programme on

60 UNDAF 2013-2018, p.57.

61 Byabagambi, Arthur, 'Mid-Term Evaluation of the DDAG', Final Report, UN Rwanda, Kigali, 2016, p.22.

62 UNDP, 'UNDP Rwanda: Governance Outcome Evaluation – Final Report', 2013, p.41.

63 UNDAF 2013-2018, p.33.

Sustaining Gender Equality Gains, the Organic Budget Law was revised to incorporate a Gender Budget Statement as one of the required annexes of the budgets of all government agencies and by 2013 the GBS for central and local government in all 30 districts and 14 government ministries had been assessed.⁶⁴ All 30 districts and 14 ministries have elaborated and submitted their GBS and gender mainstreaming in planning and budget preparation was adopted as a resolution of the 11th Government Leadership Retreat of 2014. These actions put gender equality and women's empowerment at the centre of planning and budgeting across the Government and had an indicative effect on planning and work in other sectors such as the civil society sector which works in consonance with the Government's good practices. Through the programme as of 2013 the RNP had been equipped with skills to handle GBV and provide adequate support to GBV victims and to assist families living in conflict situations, and the RNP developed the Gender Policy to effectively combat GBV and resolve other gender issues. Additionally, the RNP's work with the *Abahindutse* Association contributed not just to crime prevention but also in bringing women who were former sex workers from the periphery to the centre of society as members of community policing committees in Northern Rwanda. As of 2015, the 30 percent target of women participation in RPA training was not achieved as only 22.81 percent of participants in the training were women.⁶⁵ However, as of June 2017 the proportion of women that were being trained had jumped to 41.4 percent. The One UN including UNDP supported capacity-building of the NGM institutions to play a more efficient coordination and oversight role, and the NGM implemented three gender mainstreaming policy initiatives – GBV Monitoring Guidelines, the Parents' Evening, and the Family's Performance Contract Notebook.⁶⁶ UNDP supported the JRLS to conduct a gender audit

for the justice sector which provided recommendations on how to effectively mainstream gender in the sector. Based on the audit findings, a gender strategy has been elaborated with UNDP support.

APPLICATION OF HOME-GROWN SOLUTIONS

Home-grown solutions were critical in facilitating some of the results in the two governance outcomes. For example, the Rwandan work ethic is founded on the *Imihigo* home-grown solution. The implementing partners work with a high level of diligence to deliver what they have set out to achieve. They work to contract perhaps in keeping with their traditional higher bar set in the *Imihigo* culture – delivering what has been committed to or promised in public. Civic education to enhance voter registration and participation in election is anchored in *Umuganda* activities and *Abokorera Bushake*, electoral volunteers. After community work known as *Umuganda* on every last Saturday of the month, leaders and NEC officials/volunteers in the grassroots offer civic education which has transformed electoral behaviour in the country for the better and reduced the cost of elections per voter. The *Gacaca* courts played a very critical role in reducing the backlog of cases, especially those arising from the crimes of genocide in 1994. *Gacaca* courts came in handy to solve the challenge of time where it would have taken the country decades to try the hundreds of thousands of genocide suspects in conventional courts. Additionally, community mediators (*Abunzi*) have played a key role in reducing the number of cases that otherwise would have been taken to court, resulting in a huge reduction in case backlogs in the courts while at the same time contributing to building trust among citizens. By 2000, there were over 100,000 genocide suspects awaiting trial. The

64 ROAR, UNDP Rwanda.

65 Ibid.

66 Ibid.

success of the Isange One Stop Centre in Kigali resulted in the GoR deciding to roll out the programme nationally.⁶⁷

CONTRIBUTION TO REDUCTION OF POVERTY AND INEQUALITIES

The governance programme has included the vulnerable and marginalized groups of the society in its programme design, contributing to, albeit indirectly, addressing inequality issues.

UNDP interventions in the two outcomes paid particular attention to giving voice to the most vulnerable and often marginalized people in the society, e.g. the poor, children and youth, and women. In UNDP's support for CSOs, the organizations funded through the RGB worked in a wide range of sectors (e.g. agriculture and people living with disabilities) in rural and urban areas fighting poverty and exclusion. UNDP support to CSOs also entailed people with disability organizations particularly Rwanda Union of the Deaf training sign language interpreters for health facilities to assist deaf patients access health services. These efforts improve the livelihoods and quality of life of people living with disabilities. Additionally, peacebuilding and conflict management efforts under UNDP's support for political parties project assures a stable political environment conducive for investment and economic growth and job creation to fight poverty.

The RNP's efforts at crime prevention that incorporate community policing improves the business environment in Rwanda and thus aids livelihood improvement and poverty reduction.

Provision of free legal aid to the poor including women through the MAJ offers opportunities for the poor especially widows to get justice including recovering grabbed assets such as land. The RPA's work in capacity-building on combating child soldiers and rehabilitating former child soldiers also contributes to fighting exploitation and exclusion of children in the Rwandan society and in the eastern Africa region in general.

CONTRIBUTION BY UNV/UNCDF

UNV has mobilized its staff to the governance programme, but so far, their role has been limited in technical support.

UN Volunteers were mobilized in the governance work, but so far their role has been limited to programme support work rather than technical or analytical work. Under the DDAG JP, a UN Volunteer supported the development of the National Volunteerism Policy, but its commitment to provide a qualified volunteer to the programme was not met (Midterm Evaluation of DDAG, 2016). At the time of the evaluation there were two national UN Volunteers in the governance programme, one supporting report writing and collecting monitoring data in the field, and the other in more technical support. However, compounded with a short-term nature of their contract (e.g. six months to a year), currently UNV has not been engaged at substantive programme level which could provide the programme unit with more analytical work or help bridge any existing capacity gaps with the Government.

67 Maveneka, Leonard and Zebedee Ruramira, 'Final End of the Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013, p.56.

Chapter 3

QUALITY OF UNDP'S CONTRIBUTION

This chapter discusses the quality of UNDP's contribution, including overall relevance to national priorities and UNDP's mandate; programmatic and managerial efficiency; and sustainability of programme results.

3.1 RELEVANCE OF UNDP'S PROGRAMMES AND ITS APPROACHES

UNDP's two programmes – poverty and environment and democratic governance – are directly relevant to the national development agenda. The programmes being implemented by UNDP Rwanda during the period under review showed strong linkages with Rwanda's development priorities and challenges as defined in its various national strategies (e.g. Vision 2020 and the EDPRS), sector policies, and the Constitution of 2003 (revised in 2015) (see Table 2). The UNDAF process draws on the Government's Vision 2020 and its EDPRS II, which aligns UNDP's activities under the DaO framework and its CCPD.

The programmes were also aligned with UNDP's corporate mandate, as defined in its Strategic Plan 2014-2017, which aims at "helping countries achieve simultaneous eradication of poverty and reduction of inequalities and exclusion". Four of the seven outcomes of the Strategic Plan specifically address areas UNDP Rwanda has fully engaged in governance, i.e. i) citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance; ii) countries have strengthened institutions to progressively deliver universal access to basic services; iii) faster progress is achieved in reducing gender inequality and promoting women's empowerment; and iv) reinforcing the rule of law and citizen security.

Three of the seven outcomes of the Strategic Plan address areas of poverty and environment, i.e. i) countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change; ii) early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings; and iii) development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with UNDP's engagement principles.

UNDP's poverty and environment programme directly focused on meeting the needs of its target audiences as part of its programmatic approach. UNDP's efforts on poverty have responded to the documented needs of target populations and sectors; women, youth and youth with disabilities, as well as degraded environment. For instance, the Youth and Environment Programme restored the banks of River Nyabarongo, which had eroded as a result of poor farming methods, using youth workforce, thereby contributing to incomes. On poverty, UNDP was one of the main actors through the BIFSIR that contributed to the improved access to finance. Its role in consolidating the microfinance sector was both upstream working with the central bank to improve regulatory frameworks and refinancing, and also downstream with consolidation of 416 *Umurenge* SACCs.

Protection and management of the environment as well as disaster risk reduction are among the pillars of Vision 2020. UNDP has strengthened the capacity of the Government to implement a sector-wide policy for natural resource management, climate change adaptation and disaster risk reduction. In addition, UNDP has supported the Government in enhancing cross-sector policy coordination, including pro-poor environmental

Table 2. Key national strategies and framework relevant to the existing UNDP Rwanda programmes

Poverty and Environment	Governance
<ul style="list-style-type: none"> • EDPRS II (2013-2018): Accelerating progress to middle-income status and better quality of life for all Rwandans through sustained average GDP growth of 11.5% and accelerated reduction of poverty to less than 30% of the population • Vision 2020: Transforming Rwanda into a middle-income country by 2020 • National Urbanization Policy 2015 • The Urbanization and Rural Settlement Sector Strategic Plan (2013-2018) • National Investment Strategy • Green Growth and Climate Resilience Strategy • Vision 2020 <i>Umurenge</i> (2011) • Youth Sector Strategic Plan (2013-2018) • National Strategy for Community Development and Local Economic Development • Urbanization and Rural Settlement Strategy (2013-2018) • National Employment Programme (NEP) – Kora Wigire • National Youth Policy 2003 revised 2012, 2015 • 5-Year National Action Plan for Promoting Youth Employment 2005 • Programme for Priority Skills Development to Deliver EDPRS II (2013-2018) • Rwanda Private Sector Development Strategy (2013-2018) • The Constitution of the Republic of Rwanda 2003: Every citizen is entitled to a healthy and satisfying environment. Every person has a duty to protect, safeguard and promote the environment. The state shall protect the environment (Article 49) 	<ul style="list-style-type: none"> • National Programme for Strengthening Good Governance for Poverty Reduction in Rwanda (NPSGGPRR): Enforcing transparency and accountability and fighting corruption (p.32); Sustaining and strengthening decentralization and people’s empowerment (p.29); Strengthening constitutionalism as the guiding practice of the country’s governance life (p.26). • Vision 2020: The state will ensure good governance which can be understood as accountability, transparency and efficiency in deploying scarce resources; People’s participation in the grassroots level will be promoted through the decentralization process, whereby local communities will be empowered in decision-making process, enabling them to address issues which affect them the most; The country is committed to being a capable state, characterized by the rule of law that supports and protects all its citizens without discrimination. The state is dedicated to the rights, unity and well-being of its people and will ensure the consolidation of the nation and its security (p.14). • GoR 2015 Rwanda Report on Implementation of MDGs and Domestication of SDGs: i) Ensure that gender disparity in primary and secondary education is eliminated, preferably by 2005, and in all levels for education no later than 2015; ii) Percentage of seats held by women in national parliament reaches 40% by 2020 (p.9) • The Constitution of the Republic of Rwanda of 2003: Building a state governed by the rule of law, a pluralistic democratic government, equality of all Rwandans and between men and women which is affirmed by women occupying at least 30% of positions in decision-making organs (Article 10(4)) • EDPRS II: National Gender Policy, the Legal Aid Policy, the Sector Strategic Plans including in JRLS and National Media Policy.

sustainability in budget processes and operationalization of FONERWA.

UNDP has supported the Government in addressing production and use of renewable energy, with special emphasis on mainstreaming of the environment, climate change, disaster risk reduction and energy into national and district development plans.

UNDP carefully used a mix of intervention

approaches to progress on its governance objectives (e.g. up/downstream, short-/long-term).

In Rwanda, there is a strong government vision of ‘what Rwanda’s governance should look like’ and any attempt to get the Government off the driver’s seat or dilute or change that would not bring success. UNDP has responded to this reality by maintaining close interaction and dialogue with the Government to ensure that the GoR commitment remains central to the agenda and is delivered upon.⁶⁸ It used upstream interventions

68 IPG End of Programme Evaluation, 2013.

(e.g. policy-level advisory work retaining the trust of the GoR) as well as complementary downstream interventions (e.g. working with specific institutions, e.g. the NEC and the RNP, as well as CSOs, building their capacities as the post-genocide sensitive political context has demanded).

Capacity-building efforts were designed at all sector and government levels. For example, given that Rwanda envisages a state dedicated to the rights, unity and wellbeing of its people and ensuring the consolidation of the nation and its security (Vision 2020), reconciliation, crime prevention and peacebuilding are critical to the Government's strategy. UNDP thus supported the RNP and the NURC, building their capacity at the national and community/district levels (e.g. training/info exchange with Community Policing Committees, and District and Sector Level Peace and Reconciliation Committees, and CSOs). To enhance gender equity at all levels, support was provided for the establishment and strengthening of gender equality institutions. These institutions were supported by a strengthened NHRC, which also supported the Government in ratifying institutional human rights protocols, reporting on its international obligations and implementing UPR recommendations to enhance observance of human rights in Rwanda.

UNDP's approach also had a good balance of short- and long-term efforts. UNDP supported improved access to justice and reduction of backlog of cases through *Gacaca* courts as well as support to the Supreme Court and supply of transport for mobile courts in the short term, while in the long term, working on strengthening the RNP, the NHRC, the NURC, and Parliament for sustainable unity, security, respect for human rights and poverty reduction.

The factors contributing to the relevance of UNDP's approaches included: i) the clear vision of the Government with regard to governance as stated in its Vision 2020, the National Constitution and various policy documents (e.g. EDPRS I and II); ii) UNDP's deliberate effort to be critically aware of and sensitive to the development

context of Rwanda in its programming, where it aimed its interventions specifically at bridging the capacity gaps arising from the genocide; and iii) strategic integration of relevant home-grown solutions (e.g. *Gacaca* and *Abunzi*, alternative dispute resolution mechanisms in governance).

3.2 TAPPING INTO UNDP'S COMPARATIVE STRENGTHS

UNDP enjoys a favourable relationship with the Government of Rwanda, based on a shared goal of promoting sustainable development in the country. UNDP was one of the first development partners to support post-genocide Rwanda in rebuilding itself. Working in Rwanda for over 20 years, UNDP has consequently accumulated country knowledge and experience in its intervention areas. Many partners reported that UNDP is unrivalled when it comes to leading issues related to poverty, gender, environment, disaster risk reduction and early recovery, good governance and peacebuilding. UNDP was also expected to lead implementation of international development benchmarks such as the MDGs and SDGs. UNDP's greatest strength lies in its ability to leverage expert knowledge for advisory services to the Government and other stakeholders.

Through its role of hosting the UN Resident Coordinator's Office, UNDP has been in a strategic position leading 22 UN agencies under the DaO framework, and engaging development partners in the country. During the programme under review, UNDP has co-chaired two UN DRGs (DRG1 with FAO, and DRG2 with UN Women). As One UN Fund has significantly declined over time, its coordination role is expected to increase even further.

UNDP's keen understanding of 'how the Government works' and its capacity for flexibility and introspection responding to changing circumstances are also among its comparative strengths that other development partners do not have. Having gone through 100 days of genocide with minimal external interventions, the GoR is largely averse to donor-led solutions to their

challenges, especially those related to political or governance issues. Representatives of the government institutions interviewed during the evaluation considered UNDP a trusted and respected partner, however, arguing that UNDP has strongly supported their work without being prescriptive but based on mutual respect. UNDP has led governance efforts in Rwanda, leading three out of four programmes in DRG2. Development partners also saw UNDP as a strong policy adviser to the GoR, for example, through the Justice Sector Working Group. UNDP has convening power of development partners in the country, as well as the advantage of designing long-term programmes and working in areas that involve all relevant actors leading to integrated development.

3.3 BUSINESS ENVIRONMENT FOR GENDER MAINSTREAMING

The business environment for gender mainstreaming at UNDP Rwanda was favourable. The office has made a concerted effort to promote gender equality internally over time and made significant progress in internalizing the principles of gender equality and women's empowerment both in its programmes and within the office. UNDP Rwanda developed a concrete office-wide gender mainstreaming strategy in 2014, to ensure that “gender equality and empowerment of women are integrated into every aspect of its work to support Rwanda become a middle-income country and to reduce poverty and inequalities” (Gender Equality Strategy: UNDP Rwanda 2014-2017). The objectives of the strategy are to: i) assure gender mainstreaming for inclusive development at the programming level; ii) build institutional effectiveness and capacities for gender equality; iii) mobilize resources for gender mainstreaming; iv) initiate and strengthen partnerships and collaboration with key stakeholders; and v) establish accountability mechanisms for implementing and monitoring the achievements of the Gender Equality Strategy.

In the same year, the office went into a UNDP corporate gender certification process, known as ‘Gender Seal’, led by the Gender Focal Team, comprising staff representatives from all units. Having fulfilled 63 percent of the benchmarks, the office received a ‘Bronze’ seal by the end of 2014 and updated its Gender Equality Action Plan. After a series of further structured efforts (e.g. preparation and monitoring of an annual action plan that examines the office’s management system and business environment, programmes/projects, and partnership efforts; and bi-weekly meetings among the Gender Seal Committee members), UNDP Rwanda was awarded the ‘Gold’ seal in 2017, scoring 74 out of the 80 benchmarks and achieving significantly above-expected levels on 11 of the benchmarks.⁶⁹

Gender distribution among UNDP Rwanda staff was at parity at the time of the evaluation, with women representing half of the total office staff, or 21 of 41 members (Annex 3 available online). Women held three senior positions, Deputy Country Director and two heads of the programme units, Poverty and Environment and Governance. The staff survey indicated that female staff had higher scores than male counterparts in areas such as opportunities for empowerment, leadership, collaborating and teamwork, ethics and ethical behaviours. The office ensured a gender balanced representation (50 percent of women) in all key committees, e.g. Learning Committee and Procurement Committee. It also allotted 10 percent of the Learning Committee budget for staff training, including advisory services by a UNDP gender adviser based in the Regional Centre in Addis Ababa. At the time of the evaluation, 99 percent of the staff had completed UNDP’s corporate mandatory online course on gender and all staff completed the course on sexual harassment. The country office provided training to the project implementing partners not only to ensure that a gender lens is used by national partners during project implementation, but also to encourage

69 UNDP, ‘UNDP Gender Equality Seal: Rwanda Country Office Appraisal Mission Report,’ May 2017.

Figure 1a. Programme expenditure by gender marker rating, 2008–2016: Proportion of the total

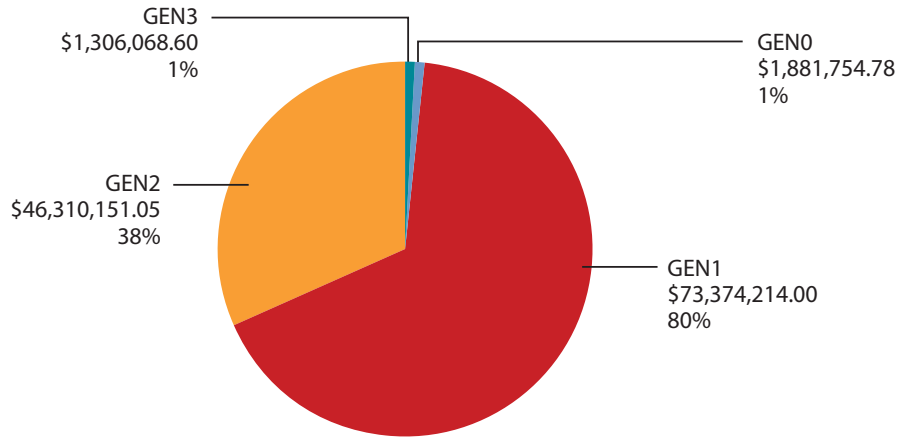
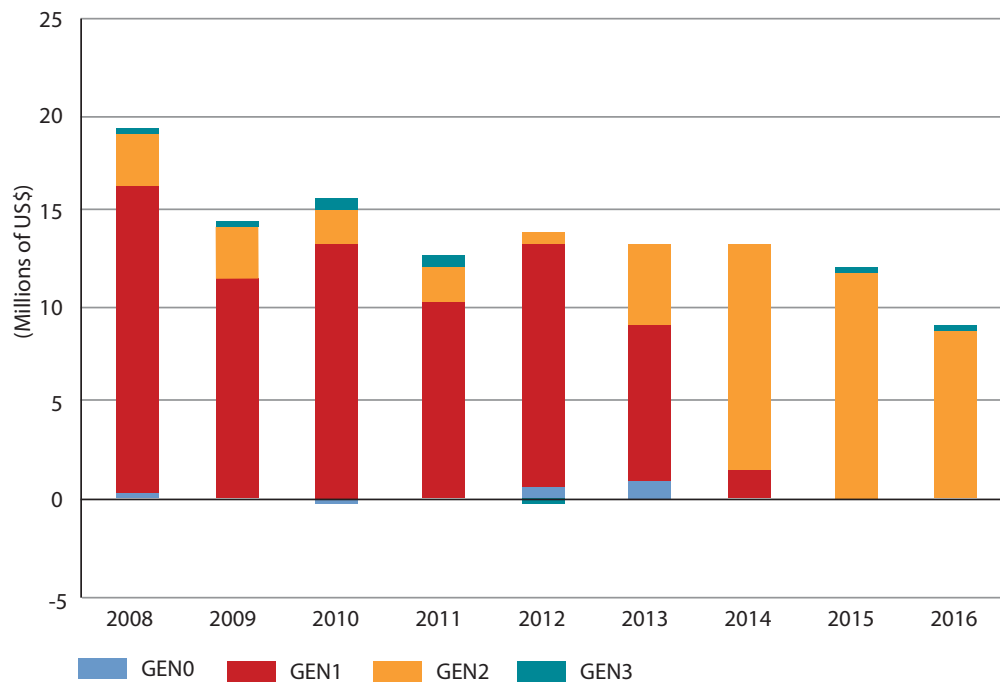


Figure 1b. Programme expenditure by gender marker rating, 2008–2016: Expenditure by year



them to use gender indicators for reporting purposes.

Between 2008 and 2016, the office's programme budget was spent predominantly on projects designed to contribute to gender equality and women's empowerment only in a 'limited' way (60 percent for GEN1 projects) (See Figure 1). However, the expenditure by year indicated a clear shift in its pattern, with more programme resources spent on projects designed to promote gender in a 'significant' way (GEN2). The proportion of more gender-centred projects increased over time, particularly since 2014 as the Gender Seal exercise intensified in the office. Also, during the current programme period, two of the five outcomes (Outcomes 37 and 39) specifically contain a reference to gender in their statements. The two programme units, Poverty and Environment and Democratic Governance, both have conducted a gender analysis to assess the extent to which their projects have met the corporate standards and the projects and have integrated gender in project planning, implementation, monitoring and evaluation. They have also adopted a Gender Marker monitoring tool to track how well the gender-focused projects are being implemented.⁷⁰

3.4 SOUTH-SOUTH COOPERATION: LESSON SHARING AND LEARNING WITH OTHER COUNTRIES

UNDP poverty-related efforts enhanced South-South cooperation through visits from other African countries. UNDP facilitated a learning and peer exchange consultation between Gambia, Equatorial Guinea, Malawi and Rwanda as the host. The exchange focused on sharing best practices and lessons in the management of official development assistance (ODA), and mutual accountability and the mobilization of other sources of finance. UNDP facilitated South-South and Triangular Cooperation (SSC/TrC) between Guinea and Rwanda through the sharing of the best practices of

its National Youth Programme, with a delegation from Equatorial Guinea (Government and UNDP representatives). Representatives from the Republic of the Congo, Uganda, Free State Province of South Africa, Senegal, Swaziland and Malawi have also visited Rwanda to learn how to establish similar innovative youth initiatives aimed at building capacity of youth in the ICT sector and available opportunities for the youth of Rwanda and they were briefed on strategies for youth employment.

The YouthConnekt provided a partnership and learning platform at the regional and international level. The YouthConnekt Transform Africa 2013 brought to Kigali more than 1,500 delegates. The YouthConnekt Transform Africa Summit 2017 had 40,000 applicants, with 3,000 delegates attending from 90 countries. Several country delegations also undertook study visits to Rwanda during the period under review. Other innovative South-South cooperation and knowledge sharing were undertaken using the online tools and Skype meetings.

In the environment area, UNDP facilitated South-South cooperation to enable the institutions in the country to learn best practices from other countries. UNDP facilitated knowledge sharing among Cape Verde, Mozambique, Malawi and Uganda in areas of linking poverty and environment and how the linkages could contribute to economic development. UNDP supported Mozambique, Malawi and Cape Verde to learn best practices on mainstreaming environment into national development programmes. Through its support to the sustainable elimination and disposal of Polychlorinated Biphenyl (PCBs) products, UNDP facilitated a study tour for the project management team from REMA to Morocco. This study tour resulted in the development of guidelines on PCBs management in Rwanda. REMA staff were reported as having gained critical knowledge and skills of handling and storing materials containing PCBs in Rwanda.

70 UNDP Rwanda, 'Gender Analysis Report,' Poverty Reduction and Environment Unit, Kigali, June 2017.

Delegations from Malawi and Senegal visited Rwanda to learn about the National Environment Fund that Rwanda launched recently with UNDP's support. The delegations from the two countries learned how the national fund is operationalized, especially on mobilizing domestic and international resources to implement green projects. As a result, the Government of Malawi established a partnership with the GoR to implement a similar fund back in Malawi.

There were several South-South cooperation activities in the governance programme, with varying degrees of results. Some produced transformational lessons as well as significant changes. The CSO support programme was modelled after the *Uraia* CSO Strengthening Programme run by UNDP in Kenya. While the Kenyan programme outfit is independent of the Government, Rwanda's CSO support is anchored in the RGB, a government institution, which is not conceptually supported by some donors. Nonetheless, while the limitations may remain, government officials described UNDP Rwanda's contribution as a critical one that has begun to sensitize and transform the GoR's thinking of the role of CSOs in development.

In 2011, the RPA conducted an international training of trainers course of peacebuilding for participants from nine countries in Central, Eastern and Southern Africa to showcase the Rwanda model. While specific results from these training events were not documented, many countries were reported as having a particular interest in learning lessons from Rwanda, which went through a significant event such as the genocide.⁷¹

Significant changes were brought about in the rule of law and justice areas through UNDP's

provision of opportunities for South-South exchanges. First, in 2010 UNDP supported training of the Witness and Victim Protection Programme Staff on various topics at the International Criminal Tribunal for Rwanda in Arusha, Tanzania. As noted in the end of project evaluation report, this support was reported to have contributed to reducing the number of witnesses and victims killed.⁷² Second, in 2009 and 2012 UNDP supported visits by Ministry of Justice staff to Tanzania and Namibia, respectively, to learn and share experiences on implementation of treaties, particularly UPR recommendations. This support helped strengthen the capacity of the GoR in developing an International Treaty Reporting mechanism to comply with its commitments on monitoring and reporting for international legal instruments and clearing reporting backlogs.⁷³ Third, during the programme cycle every year the Ministry of Justice sent one or two people from the Legal Drafting Section to Ghana (Law School of the Commonwealth) to attend drafting courses for five months. Participation in the courses contributed to the capacity to draft new laws such as the Inheritance and Family Laws that improved access to justice for the poor, particularly women.⁷⁴ The main factor for these positive outcomes was that the exchanges were relevant to programmes and addressed specific capacity needs.

3.5 MOVING TOWARDS THE SUSTAINABLE DEVELOPMENT GOALS

UNDP was at the forefront in supporting the GoR to implement the MDGs and is now doing the same in localizing the SDGs in Rwanda. UNDP supported the implementation of the MDGs and played a major role in docu-

71 E.g., several high-level delegations from Gambia, Sierra Leone, Central African Republic, Sudan, and South Sudan visited Rwanda to learn about Rwanda's experience in implementing unity and reconciliation strategies.

72 E.g., the number was reduced from 40 in 2007 to 21 in 2008 to six in 2010. Witnesses were also reported as being less afraid to come forward and testify. Maveneka, Leonard and Zebedee Ruramira, 'Final End of the Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013.

73 Ibid.

74 Ibid.

menting the progress and achievements through a series of reports (e.g. progress and final reports for 2013 and 2015). The organization contributed to awareness raising and encouraged participation among citizens and civil society for the implementation of the goals.

Having contributed positively to Rwanda's successful performance in achieving the MDGs, and creating consensus on the way among different stakeholders, UNDP was described by many development partners as being at the centre of Rwanda's SDG efforts leading the UN agencies. However, the complexity of the SDG goals as well as challenges in localizing them within the country, including appropriate measurement and monitoring of the progress, implies that UNDP needs to be ready and fully capacitated to meet the expectations. UNDP Rwanda has explored various means, including the foresight methods.

UNDP initiated an SDG gap analysis in 2015, in collaboration with the UN Rwanda, at the request of MINECOFIN. The UNDP Strategic Policy Unit contributed to informing policy formulation and strategy development to support SDG implementation in Rwanda. UNDP supported various sectors to identify SDG indicators (e.g. the NISR) to allow sector-level monitoring. It also provided training to government institutions and partners. The SDG document was translated into Kinyarwanda for a wider dissemination. The gap analysis process was in its second phase at the time of the evaluation, further exploring required resources, deliverables and timelines, in collaboration between UNDP and UNECA. The GoR has established an SDG Centre for Africa in Rwanda, with the President of Rwanda serving as the Board Chair. The concept of the Centre was borrowed from Singapore, aiming at driving innovation and research towards achievement of the SDGs in Africa. It is expected to steer work on implementation of SDGs in Rwanda.

Rwanda is a pilot model country for the implementation of SDG 16 on Peace and Justice, although its work is also relevant to other goals (SDG 1 on poverty, 2 on hunger, 5 on gender, and 10 on inequalities). An international conference on the SDG 16 was held in Rwanda in 2016 led by UNDP governance team. The GoR has a clear vision on how the country can achieve socio-economic transformation.⁷⁵ Against this backdrop, UNDP has supported various programmes to improve governance and fight poverty, hunger and exclusion, and has made significant advances in national reconciliation, law and order, accountability as well as rebuilding and strengthening of national capacity for good governance through home-grown initiatives. In the previous cycle, during the UNDAF period, significant contribution was made to the promotion of human rights through robust advocacy and support to the Government in the ratification of important human rights conventions and submission of reports on the Convention on the Elimination of All Forms of Discrimination against Women, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights. The GoR's efforts to pursue internationally agreed development goals were therefore strongly supported by UNDP. The main issues to address in the upcoming programme cycles revolve around enhancing human rights monitoring and advocacy through strengthened civil society to ensure sustainability and enable citizens reap the dividends of governance reform.

3.6 PARTNERSHIPS WITH GOVERNMENT, DEVELOPMENT PARTNERS, AND CSOS

UNDP has a solid partnership foundation with the GoR. UNDP used its excellent relationships with key government stakeholders in poverty and environment areas to contribute to its envisaged

⁷⁵ Vision 2020 states that "social and economic transformation is as much about states as markets; in effect the role of the state is indispensable for wealth creation and development; the state will ensure good governance, which can be understood as accountability, transparency and efficiency in deploying scarce resources." Government of Rwanda, 'Rwanda Vision 2020', Ministry of Finance and Economic Planning, Kigali, 2000, p.14.

programme goals. It mobilized resources for the BIFSIR programme and the Youth and Women Programme successfully. It was also able to convince the Government of Rwanda to enable it to access GEF funds on its behalf. Supporting the Government through the SPIUs contributed to the effectiveness and efficiency of its programmes against the background of declining UNDP funds and personnel. Over the years, UNDP worked closely with REMA, MIDIMAR, MINAGRI, MINIRENA, MINALOC, MIGEPROF, and MINECOFIN, among others, to implement environment, energy and disaster risk reduction interventions. In all those ministries, UNDP placed a skilled technical consultant who advises and leads in the design and implementation of UNDP programmes and projects. This partnership has helped mobilize resources from major donors like the World Bank and SIDA.

UNDP also had a favourable partnership in the governance areas with the central Government. Its engagement with provincial or devolved authorities was indirect. UNDP worked closely with the GoR at upstream policy level and with implementation partners at downstream level including specific government institutions that work in the provinces and districts. Working with the Supreme Court, UNDP funds were crucial in reducing case backlog through downstream partnership with the traditional *Gacaca* Courts that provided more than 120,000 judges to resolve over 1.9 million cases.⁷⁶ In another UNDP programme with the National Women's Council (NWC), partnership was developed with NWC district members to carry out gender mainstreaming, assessment and evaluation in government institutions and the EDPRS.⁷⁷ Thus UNDP programme interventions spanned central government and provincial/district authorities.

UNDP worked with the Ministry of Justice at the national level and with national government justice and human rights institutions (e.g. the NURC, the NHRC, the RGB, Judiciary, Parliament and the RNP). Downstream UNDP worked with CSOs and CBOs through the RGB and the national institutions (e.g. the NURC) with regard to peace committees at the district and sector levels and establishment of reconciliation villages across the country. UNDP's programme delivered transformative institutional capacities to GoR MDAs. However, its partnership at the subnational level has remained relatively weak with the current model where UNDP does not work directly with devolved units except through national implementation partners.

The degree of success UNDP had in coordinating the implementation of the joint programmes with other UN agencies varied. Under the DRG2 on Accountable Governance, UNDP and UN Women co-chaired the Group and worked together effectively leading to its programme success. UNDP's coordination of the DDAG for results with the partners (e.g. UNV, UN Women, and OHCHR) was more challenged with issues related to the availability of technical support and meeting financial obligations.⁷⁸ It coordinated the A2J Joint Programme with its partner organizations (e.g. OHCHR, UN Women, and UNICEF), but the reporting on the programme results also met with delays in submission of individual agency reports and absenteeism in meetings. One UN coordination generally appeared improving but planning and execution are sometimes delayed due to late arrival of resources, budget cuts and lengthy procurement processes.⁷⁹

In the poverty and environment area, UNDP successfully collaborated closely with UNCDF (e.g. on building an inclusive financial sector that

76 UNDP Rwanda, 'UNDP Rwanda: Governance Outcome Evaluation Final Report', Kigali, 2013.

77 Ibid.

78 Byabagambi, Arthur, 'Mid-Term Evaluation of the DDAG', Final Report, UN Rwanda, Kigali, 2016, p.36.

79 Kluyskens, Jups, 'Review of Sweden's Support to the ONE-UN Programme in Rwanda', Final Report. SIDA, Stockholm, 2015.

targets women and youth in the BIFSIR and Youth and Women Employment Programme) and UNEP (e.g. PEI). The joint Youth and Women Employment Programme faced serious coordination issues leading to delays in its implementation. Initially led by ILO, the programme comprised 12 UN agencies including some non-resident agencies.⁸⁰ UNDP replaced ILO in coordinating the programme as UN Country Team (UNCT) chair with MYICT. During the planning phase, the participating agencies came up with grandiose plans and activities, but as the One UN funds dried up, most of them disengaged and delivered little without any explanation to the Government.⁸¹

The concept of DaO had a significant momentum among the partners at the beginning of the UNDAF process, including a positive prospect from the establishment of a common resource mobilization mechanism. The One UN Steering Committee was co-chaired by MINECOFIN. However, the issues of ‘visibility,’ as well as constraints in individual agencies’ available resources, appeared to linger among joint programme arrangements, resulting in the UN agencies focusing only on programmes that had their ‘respective brands,’ or where they played the role of chairs or co-chairs. The UN agencies make their respective reports to headquarters and thus have to prove their existence beyond joint programmes and DaO, fuelling a sense of competition for resources, programmes and visibility.

UNDP’s partnerships with CSOs in Rwanda were indirect, mainly through the RGB. It did not have direct engagement with CSOs at the grassroots under the NIM approach in

Rwanda. UNDP worked with CSOs through the RGB to build their capacity and deliver services around the country. UNDP disbursed funds directly to CSOs selected by the RGB for funding to carry out activities in governance, human rights and gender equality. Grantees in other sectors including agriculture, environment, livestock and capacity development component received funds from the RGB. In partnership with the RGB, UNDP created a fund for CSO grantees, who work across the country in poverty and other development initiatives.

The role of CSOs in development activities is clearly recognized by UN Rwanda and its programme strategies. However, their capacity in Rwanda is still very weak. UNDP had civil society components within the governance portfolio and worked with the private sector particularly in support to the MHC. These efforts brought CSOs and media to play the oversight role in Rwandan society. The UN set out to contribute to the processes of deepening democracy and good governance, widening political space and improving citizens’ participation and accountability through support to the development and strengthening of institutional frameworks and CSOs that promote inclusive, equitable and community-driven participation in development processes.⁸² UN support also aimed to promote and mainstream human rights and implement treaty body and UPR recommendations by ensuring timely and quality reporting, including parallel reports by CSOs.⁸³ As of June 2017, 45 CSOs had been supported by the RGB through the UNDP governance programme. As a result of support to the MHC and training for female journalists a cooperative society for women in the media was formed, the Associa-

80 Under the coordination of ILO, the partners included UNDP, UNCDF, UNECA, FAO, UN Women, UN-Habitat, UNIDO, UNV, UNCTAD, UNESCO and ITC and seven ministries including MYICT, MINECOFIN, MINICOM, MIGEPROF, MIFOTRA, MINEDUC and MINALOC.

81 One interviewee reported, “One UN Fund was treated like an ATM by some UN agencies to cover their own staff costs. If they pledged \$50,000 to the programme, they wanted to take out \$1 million from the Fund; and as the Fund dried, they withdrew”.

82 UNDAF 2013-2018, p.57.

83 Project Document – Promoting Access to Justice, Human Rights and Peace Consolidation in Rwanda 2013-2018, p.8.

tion of Female Journalists was financially supported, and two female journalists set up their own media outlets in 2014.⁸⁴

In Rwanda, the number of CSOs has tripled in recent years but many are still young and lack of technical and financial capacity, threatening their sustainability. The Rwanda Civil Society Platform (RCSP) established in 2004 provides a coordination role, serving as an umbrella for nearly 400 CSOs in the country. The RCSP has been invited to various events organized by UNDP and the Government, but so far, there has been no substantive partnership at the programme level. There is a proposal for the Platform to forge a partnership with UNDP.

UNDP has strong support from some donors. With others, its engagement has been limited due to, among others, ‘differences in approaches’. There is potential to expand the support base through different engagement strategies and with more visibility of its work.

Bilateral and multilateral donors interviewed during the evaluation were generally cognizant of UNDP’s work in the areas they have been operating. Good donor relations were demonstrated in that, for example, 100 percent of the commitments from Sweden for UNDAF were deposited by March 2015 and the Netherlands made a multi-year contribution of \$3,419,392 earmarked for support to One-Stop Centres for GBV survivors.⁸⁵ Some donors saw UNDP’s strength in its connectivity with international best practices and knowledge and expressed interest in engaging at the technical level. For example, UNDP’s analytical work, such as NHDRs and gender analysis, were closely followed by donors such as AfDB,

receiving much praise as having shaped Rwanda’s socio-economic profiling with in-depth and timely analysis.⁸⁶ There was much expectation from development partners including donors that UNDP should contribute more in generating quality knowledge and analytical products that would inform policy dialogue with the Government and development partners’ interventions. UNDP’s support to aid coordination for development also received favourable views from partners, but they also argued that UNDP needed to add value to its programmes by producing evidence-based information to influence policy discussions and guide their implementation.

While numerous donors in Rwanda operate in the same thematic areas as UNDP, some expressed that their ‘approaches are different’ from UNDP’s, and hence were not proactively seeking collaboration at the programme level. This was particularly the case for governance area, where some donors do not support UNDP working on CSO participation through the RGB, a government entity. UNDP’s weaknesses in results-based approach (e.g. use of agreed-upon measures for reporting; results-oriented reporting rather than activity-based) were another issue that key donors expressed UNDP should significantly improve.

Within the DaO framework, donor coordination has remained as one of the significant areas of concern requiring attention in the future. Most donors have gradually ceased to fund the One UN Fund, leaving only Sweden to bear the burden.

There are several mechanisms and efforts for bringing harmonization and coordination of

84 ROAR, UNDP Rwanda.

85 Kluyskens, Jups, ‘Review of Sweden’s Support to the ONE-UN Programme in Rwanda’, Final Report. SIDA, Stockholm, 2015, pp.17-18.

86 AfDB is part of the Energy Sector Working Group, interested in clean, modern energy. UNDP has not been visible in this area but there is much potential for partnership in this sector. The core areas of AfDB’s work, e.g. infrastructure or employment, can also have significant implications from cross-cutting issues UNDP has priorities on, e.g. climate changes, gender, youth employment, and value chain analysis.

donors' work in Rwanda, and UNDP needs to use every opportunity to increase its visibility. The Donor Patterns Coordination Group, of which UNDP is a member, comprises GoR Permanent Secretaries, Heads of bi-/multilateral organizations, and representatives of civil society and private sector, provides a platform for dialogue on effective development aid to Rwanda.⁸⁷ The development partners and the GoR have also adopted a Division of Labour (DoL) matrix, to define a more appropriate distribution of development partners' sector support in line with national priorities. The current DoL is aligned with EDPRS II, where the UN is counted as one of the partners. As Rwanda's ODA has declined since 2010, there are more expectations from the GoR for improved donor coordination and reduction in transaction costs.⁸⁸

3.7 MANAGERIAL AND PROGRAMMATIC EFFICIENCY

The restructuring exercise has brought changes in the office's programme picture. Over the last two CPD cycles, there has been a gradual but significant decline in UNDP Rwanda's programme budget, from just above \$20 million in 2008 to \$9 million in 2016.⁸⁹ Between 2010 and 2014, the country office went through a transition exercise, involving a review of its programme portfolio, programme implementation, finance, procurement and human resources. The office revisited its programme strategy and portfolio, aiming to focus on areas where it could achieve the highest impact using its limited resources, exploring synergies and identifying priorities for resource mobilization. As a result, the number of active projects

decreased from 43 in 2010 to 34 in 2016, refocusing the portfolio around clearly articulated programme areas which then became the foundation for UNDP's work within the UNDAF and the current CCPD. The decision to refocus the programme's portfolio helped the country office improve its programme management and budget utilization, as evidenced by the continuous improvement in the programme delivery rate, from 76 percent in 2011 to 98 percent in 2016. The office's thematic focus has changed over time, from a democratic governance-centred programme in the previous cycle, to a more balanced programme among poverty, environment and governance.

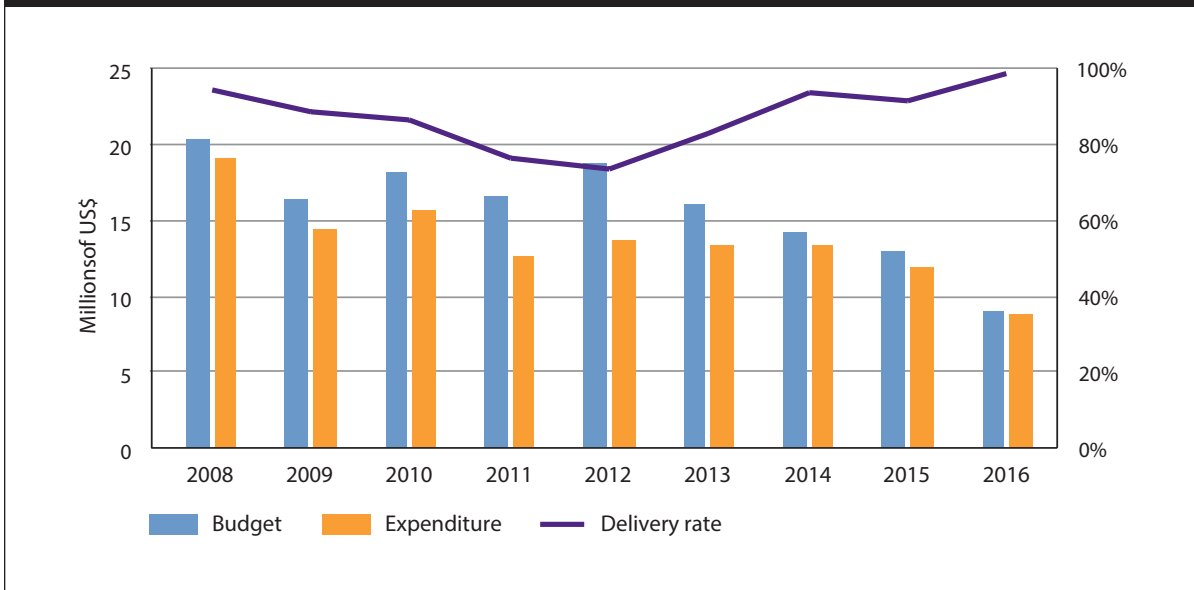
Between 2007 and 2016, management expenditures did not decrease (\$2.9 million on average) as total programme expenditures fell from around \$17 million to \$11 million, leading to a higher management expenditure ratio over the period. The ratio of management expenditure over programme expenditure was mostly above 20 percent since 2011, well above the global average, and around double the RBA average for these years. Partners have generally rated UNDP Rwanda low in terms of cost-effectiveness. The 2017 Partnership Survey indicated a lower than average 'value for money' and cost effectiveness: Only 43 percent of respondents considered UNDP favourable in terms of its cost-effectiveness, which was considerably lower than both the regional (54 percent) and corporate (51 percent) averages for the same question. This, however, should be caveated with the fact that partners are generally satisfied in their engagement with UNDP Rwanda, which at 83 percent is slightly higher than the regional (78 percent) and same as corporate (83 percent) averages.

87 Government of Rwanda Website, 'Maximizing aid effectiveness in Rwanda', <<http://www.devpartners.gov.rw/index.php?id=18>>.

88 MINECOFIN, Official Development Assistance Support, FY 2013-2014, Aid for Development.

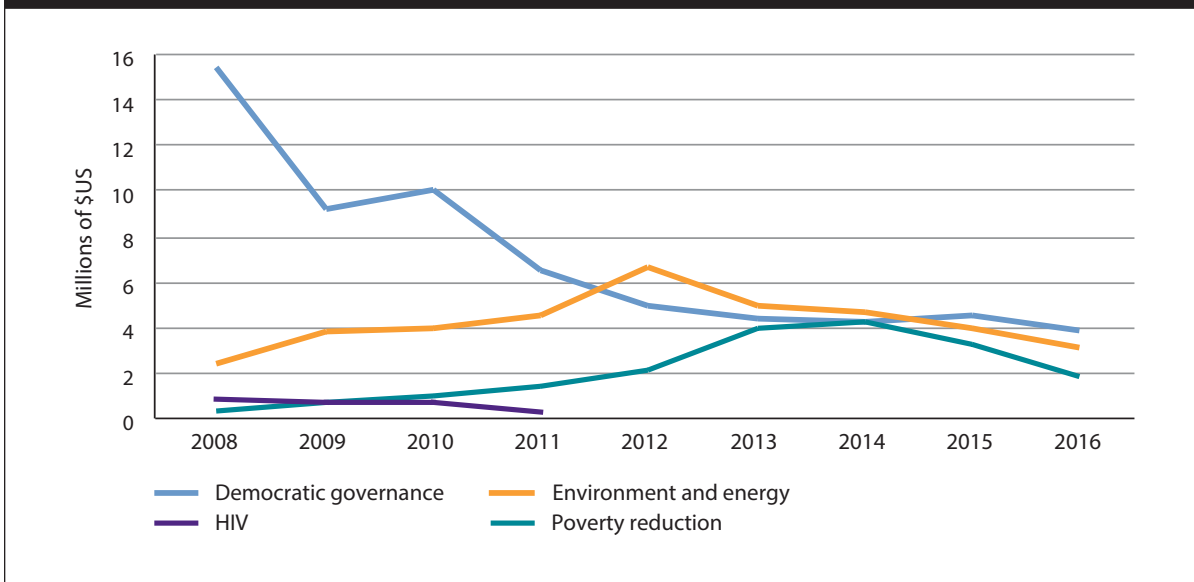
89 The spike in the 2012 budget was reported as contributed by the Incisive Participation in Governance (IPG) programme, which was implemented from that year.

Figure 2. UNDP programme budget and expenditures



(Annex 3) Source: UNDP

Figure 3. Expenditures by thematic area



(Annex 3) Source: UNDP

Table 3. Total programme and management expenditures, 2007-2016 (US\$ million)

Year	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Programme expenditures	17.2	20.9	16.9	17.4	13.5	17.2	15.1	14.6	13.3	11.0
Management expenditures	2.2	2.1	2.7	3.1	3.1	3.3	3.4	3.0	2.7	2.8
Management ratio (management/programme)	13%	10%	16%	18%	23%	19%	22%	21%	20%	25%

Source: Atlas Executive Snapshot

Following the transition exercise, UNDP Rwanda reviewed its internal business processes to support implementation and increase programme efficiency and made considerable efforts in project finance, procurement and human resources management. Interviews indicated that staff were fully conversant with the office's cost-recovery policy and procedures; there is frequent communication between Programme and Operations, and income management is a joint responsibility of the two units, which has strengthened the financial planning process and helped to sustain revenue. In addition, the office has also managed a healthy extra-budgetary reserve level for the past nine years averaging at 32 months.

Interviews with other UN agencies indicated that further efficiency gains could come from stronger collaboration within UNCT under the DaO framework. Successful examples (e.g. the IPG project) have shown that UNDP can be more effective in mobilizing resources and efficient in implementing projects when clear synergies and collaboration arrangements with UN partners are established. The 2016 country office audit report from the Office of Audit and Investigations gave UNDP Rwanda a *partially satisfactory* rating, indicating that internal controls, governance and risk management processes were generally established and functioning, but needed improvements (e.g. timely delivery of project outputs, efficiency and clarity in payments).

Many of the existing programmes were carried on from the previous cycles, benefiting from the past evaluation reports and needs assessment done by UNDP or the Government. For example, the CSO support programme under the governance portfolio was based on findings of the RGB's 2012 CSO Barometer Study, which showed that CSOs had challenges in programming capacity, finance and poor rural penetration. The 2013–2018 programme was based on lessons learned from the 2008–2012 programme, with approaches being tested for better chances for achieving intended outcomes. The A2J programme used lessons from its previous phase to focus its resources on activities that were expected to produce results.

Although the programmes were reported as having been designed using a result-based management (RBM) approach and that the CCPD includes a results framework, UNDP Rwanda's limited M&E capacity has posed a challenge in terms of putting the RBM in practice. There are four focal points responsible for monitoring relevant thematic programme activities in the office, but the country office does not have a dedicated M&E specialist. M&E focal points have undergone relevant training but project monitoring reports were generally reported as being weak, mainly reporting on outputs rather than results. Some mechanisms to monitor and review implementation of projects relied solely on occasional formal meetings or informal reports, rather than on a continuous monitoring of activities.

The projects in UNDP Rwanda were predominantly delivered through the NIM modality.

About 88 percent of the projects implemented during the period 2008–2016 were through the NIM, accounting for about 97 percent of the total programme expenditure. In the current cycle, all projects are implemented under the NIM. The country office aimed to provide project oversight and monitoring support through the NIM arrangement, but the office's own limited capacity in M&E weakened its oversight, an element which is critical under this modality. There are, however, indications that coupled with UNDP's technical support, the NIM contributed to building national agencies and ministries' technical and resource mobilization capacities, thereby increasing efficiency of the nationally implemented programmes (e.g. the IPG). The NIM also contributed to increasing the Government's accountability and coordination mechanisms, e.g. through the establishment of SPIUs within the ministries.

UNDP has incorporated a context-specific, issue-based approach to programming, generating synergy among its various projects and reinforcing results. UNDP revised its programme approach by prioritizing issue-based programming, focusing on capacity-building and advisory services, which has generated synergy among its programmes and projects and

reinforced programme results. The poverty and environment portfolio intervened to reconcile often diametrically opposed issues of environmental conservation and poverty reduction. As high population growth and widespread poverty exerted enormous pressures on the environment, UNDP supported ecosystem protection and rehabilitation, while giving communities off-farm employment opportunities (National Youth Environment Programme), also ensuring that governance and gender issues were taken into account. Access to finance activities and entrepreneurship training of youth and women (BIFSIR) were closely linked to the Youth and Women Programme activities, helping to facilitate employment. Support to the CESB and MINECOFIN contributed to improved investments in the mining sector and in the diversity of funding sources in the budget framework. By bringing in actors from a variety of sectors charged with improving democratic governance (parliament, media and CSOs), UNDP was able to better address the issue of citizen participation. Overall the issue-based approach to complex issues has contributed to reinforcement of programme results.

The issue-based approach has also fostered the use of innovation. UNDP Rwanda's use of innovation was visible in various areas, e.g. in research towards achievement of the SDGs, in engage-

ment with media and civil society, and in entrepreneurship for youth and women. Home-grown solutions have been an integral part of UNDP's programme effectiveness,⁹⁰ which can attract new sources of funds, as demonstrated by the current project pipeline. With youth comprising 40 percent of its population, Rwanda has a huge potential for exploiting their creativity for addressing developing challenges. By utilizing its corporately available financing mechanism, UNDP Innovation Facility, UNDP Rwanda engaged in innovation initiatives, e.g. competitions to improve public service delivery (Mobile App Connection for Service Delivery) and public planning and policy development by using the foresight approach (Rwanda foresightXchange workshop)⁹¹ in 2014. The YouthConnekt has leveraged ICT innovation and citizen engagement (particularly among youth and women) to address youth and women employment.

3.8 FUNDING/RESOURCE MOBILIZATION

With diminishing aid flows to Rwanda and the GoR emphasis on the Direct Budget Support, UNDP Rwanda has become more dependent on its core resources, requiring vigorous resource mobilization efforts. The core resources represented 44 percent of expenditures on average between 2008 and 2012 but have reached 56

Table 4. Expenditure funding sources, 2008-2016 (% of total)

Year	2008	2009	2010	2011	2012	2013	2014	2015	2016
Core resources	28%	47%	46%	46%	53%	59%	54%	52%	58%
Non-core resources	72%	53%	54%	54%	47%	41%	46%	48%	42%
Government cost-sharing	0%	0%	3%	0%	6%	1%	0%	3%	1%
Vertical Trust Funds	7%	11%	7%	7%	5%	7%	6%	2%	0%
Other trust funds/third-party cost-sharing	65%	42%	44%	47%	36%	32%	39%	44%	41%

90 E.g., UNDP's full integration of a traditional participatory justice system in its governance programme to address the enormous backlog of cases, i.e. *Gacaca* courts and *Abunzi* mechanism representing innovation in the alternative dispute resolution mechanisms.

91 Exchange with experts from Singapore, involving visualization of various scenarios for future, identifying risks and opportunities.

percent on average for 2013–2016. Government cost-sharing has not been a major source of funding in UNDP Rwanda programmes, as the Government currently favours its own institutions to channel development funding at the national and local levels.

The One UN Fund under the DaO framework is designed to be a critical mechanism through which UN agencies can secure finance. For UNDP, it accounted for about one quarter of the overall resource envelope in the first three years of the current cycle. In 2016 the Fund faced difficulties in securing replenishments from development partners and has not contributed to any UNDP projects. Currently only one bilateral partner is contributing to the One UN Fund, forcing UNDP to increase efforts in developing its own resource mobilization strategy.

UNDP Rwanda has achieved notable results in non-core resource mobilization, in part by having prioritized high impact activities in the new programme cycle, and secured additional funding from traditional donors (e.g. Sweden, Republic of Korea and Japan).⁹² In 2015 the office set up a Resource Mobilization Task Force, chaired by the Country Director and with members from the Programme, Management Support and Communications Units to draft a new Resource Mobilization Strategy. It stated its vision and ambition as a development partner and provided mid-term and mid- to long-term goals for the office's resource mobilization efforts. While the office's strengths, weaknesses and opportunities and threats have been clearly identified, given the current trends in development financing and funding situation, the objective to double or triple non-core resources in the near future appears optimistic.

Proven innovations in youth engagement and employment, CSO engagement, disaster risk reduction and financial inclusion will be key

in further attracting new and non-traditional donors (e.g. AfDB, China, and the EU). The new Resource Mobilization Strategy helped identify areas with the largest growth potential, such as the environment, climate change and natural resource management, and several proposals have been developed and submitted to potential partners since the strategy was developed. Looking forward, UNDP should explore securing funding through its technical strengths in producing development data and evidence, effectively grounding new programmes in the Agenda 2030 and incorporating innovative solutions and partnerships.

3.9 SUSTAINABILITY

UNDP interventions in the poverty and environment areas have some strong elements of sustainability embedded in their design (e.g. high-level stakeholder engagement, programme relevance, and national ownership). Challenges include the need for more engagement at the local government as well as with CSOs. UNDP's programmes are primarily anchored at the high level of participation of key stakeholders in programme planning and implementation processes. The EDPRS II process was based on countrywide consultations and numerous studies that identified key areas of pivotal leverage for sustainable development. The strong relevance of UNDP's programmes to the country and beneficiary needs is another factor. All projects undertaken by UNDP responded to compelling and urgent needs of the populations, or clearly identified institutional capacity gaps for instance on the need for new sources of non-traditional funding, weak PFM in ministries, limited capacity for information and data management. Consequently, all the key activities/interventions have been institutionalized through their incorporation into government planning, policy and institutions.

92 UNDP generated funds for the Youth and Women and the BIFSIR programmes in the poverty area and the Building Local Capacities for DRRM in Rwanda project in the environment area. It also secured access GEF funds on the Government's behalf and partnered with the private sector (Tigo Communications) for the Youth and Women programme.

The Government's commitment to sustainable development has contributed to ownership and adoption of UNDP's results and this was demonstrated at both the central and local levels. UNDP programmes have been incorporated into government planning and implementation or scaled-up to new programmes taking into account lessons learned. The Government has closely worked with UNDP in its programmes and has built the capacity of the institutions to be able to move the work forward. It has also provided the much-needed political capital and committed resources to the ongoing projects thereby creating a sense of ownership and sustainability.

In the environment sector, the National Risk Atlas for Rwanda provides a practical tool for the Government to map disaster-prone areas and identify the people at high risk. The Government has adopted the Atlas as an important guide to policymakers and a tool for developing contingency plans. However, resources are needed to fund long-term use and MIDIMAR is working on mobilizing both state and donor funds to put in place disaster risk reduction systems that can use the data from the Atlas.

With regard to Green Growth, the Green Village toolkits were formally adopted by the Government and guidelines are being issued to districts to use them in their development plans and to guide the construction of new Villages. UNDP is lobbying for greater state resources to finance the Green Villages, which will help guarantee the long-term use of the toolkits.

The socio-political situation and institutional frameworks are also very conducive to sustaining project outcomes for the projects being implemented by UNDP. For instance, FONERWA and Meteo Rwanda (the latter through the sale of climate information) have the potential to enhance financial sustainability. Ownership and enthusiasm at community (among the farmers coopera-

tives) and at the national level under the different projects has all the key elements to increase the sustainability of project achievements.

The areas requiring attention to strengthen sustainability included a strategy for a broader engagement with local government authorities and CSOs, i.e. the partners that have not been fully integrated in the current programme but could significantly facilitate UNDP's downstream interventions. In addition, more proactive preparation for the end of the project is needed in the initial design, including anticipatory financial planning (e.g. preparation of proposals for future funding).

In UNDP's governance programme, relevance, government ownership and attention to capacity-building in design, were also among the elements recognized for its sustainability. Vulnerability still exists in the area of human rights and justice, however, where the sustainability largely depends on relevant institutions' capacity to fulfil their obligations, their monitoring capability, as well as resources. The governance programme under the accountability and citizen participation outcome was largely designed for sustainability with national ownership in mind and capacity-building for sustainability. The IPG programme concept, results and design are relevant to the country context, are well aligned with UNDAF results with minor oversights in documented formulation and the logical flow of results is rational.⁹³ In the DDAG, the design where a variety of implementing partners' capacities is being strengthened implies that the results are sustainable as they are anchored on government institutions.⁹⁴ The programme planning was also consultative with the various government institutions being engaged as stakeholders hence are prepared to continue with the activities in their respective core businesses beyond the programme's life. Threats to sustainability of programme outputs such as staff turn-

93 Byabagambi, Arthur, End of the Programme Evaluation 'UNDP Support to Inclusive Participation in Governance' (IPG) Programme – Final Report, UNDP Rwanda, Kigali, 2013, p.40.

94 Byabagambi, Arthur, 'Mid-term Evaluation of the DDAG', Final Report, UN Rwanda, Kigali, 2016, p.6.

over in implementation partners were analysed and appropriate mitigation measures developed.⁹⁵ Programme results have been owned by the GoR such as in the case where MINECOFIN has now fully integrated gender-sensitive budgeting, which is a critical step forward and to which the National Gender Machinery contributed.⁹⁶ Programme sustainability is not under threat except in the event of widespread political instability, which is unlikely in Rwanda for the foreseeable future. The factors contributing to programme sustainability include strong ownership of results by the GoR which has good governance as one of six pillars of Vision 2020; and strong alignment of the programme to the national context and priorities as well as the anchoring of the programme in endogenous mechanisms/approaches to governance hence capturing local imagination and aspirations.

In the areas of human rights and justice, the factors supporting programme sustainability also included the strong alignment of programmes to national needs and priorities in particular good governance, reconciliation, equality and peace-building as articulated in the national constitution and Vision 2020; and UNDP's emphasis in capacity-building for relevant institutions that the Government set up in line with its priorities and needs. This ensured that the institutions were staffed with competent people to diligently

implement programmes. The A2J Joint Programme was designed to build the capacity of human rights institutions both at the national level and in decentralized units and CSOs to ensure that programme results are sustained after completion of the programme.⁹⁷ The preceding A2J was equally ground on wide collaboration with a variety of justice actors and institution for sustainability.⁹⁸ Some of the initiatives started as pilot under the A2J were scaled up to national level by the Government.⁹⁹ The mix of formal and traditional strategies in the justice sector to deliver results was another important ingredient for programme sustainability.¹⁰⁰

However, vulnerability exists in the human rights and justice efforts. The overall exit strategy for the programmes in the two cycles hinge on capacity-building of justice actors and institutions including the correctional services, Ministry of Justice, the judiciary, the RNP, the NHRC, the NURC, the RPA and Peace Committees and CBOs/NGOs downstream to support sustainability of the human rights and justice results. The poor monitoring of initiatives such as the MAJ, *Abunzi* and the CPCs, can also pose a threat to programme sustainability, as recognized in the past evaluation.¹⁰¹ Additionally Ministerial Order 001/08.11 of February 11, 2014 and No. 002/08.11 of February 11, 2014 set the threshold for being heard in the regular legal system

95 Ibid.

96 Kluyskens, Jups, 'Review of Sweden's Support to the ONE-UN Programme in Rwanda', Final Report. SIDA, Stockholm, 2015, p.32.

97 Project Document – A2J JP, 2013-2018, p.10.

98 Maveneka, Leonard and Zebedee Ruramira, 'Final End of the Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013, p.56.

99 E.g., the MAJ started in five districts and had been scaled up to the country's 30 districts; and the One Stop Centre which started with one facility in Kigali but had covered all district hospitals. Maveneka, Leonard and Zebedee Ruramira, 'Final End of the Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013, p.57.

100 E.g., the *Abunzi* committees continued to deliver justice on a volunteer basis helping to decongest the formal legal systems and help improve the quality and credibility of the judiciary; and the *Gacaca* Courts also contributed to the resolution of the genocide case backlog, providing the ground for reconciliation and peace building which continued into the establishment of reconciliation villages.

101 Maveneka, Leonard and Zebedee Ruramira, 'Final End of the Programme Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013)', UNDP Rwanda, Kigali, 2013, p.57.

higher and thus pushed more cases to the *Abunzi*, resulting in additional pressure on a volunteer-based mechanism.¹⁰² Finally, another obvious risk affecting the likelihood of sustainability is resources. The institutional framework for sustainability is elaborate and will require enormous resources to implement in the long term and in the absence of donor support continuing with all activities in all institutions at the present scale in

the context of the small Rwandan economy is in doubt. This is in spite of the strong genuine national commitment to these activities and results. In particular, the direct funding from UNDP and capacity development of CSOs working in human rights and which qualify for RGB funding has been critical in building the confidence of those CSOs to work diligently in that sensitive sector.

102 Naumann, Craig, 'Mid-Term Evaluation of the Joint Programme on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP) – July 2013 to September 2015', UNDP Rwanda, Kigali, 2015, pp.33-34.

Chapter 4

CONCLUSIONS, RECOMMENDATIONS, AND MANAGEMENT RESPONSE

This chapter provides a set of conclusions and recommendations drawn from the evaluation. The management response prepared by UNDP Rwanda in consultation with the RBA is also included.

4.1 CONCLUSIONS

Conclusion 1. During the period under review, UNDP Rwanda's programmes were relevant to the national development needs and UNDP's corporate mandate. By focusing on supporting the target population groups and using a mix of approaches, UNDP responded well to Rwanda's fast-changing development context.

UNDP implemented programmes on poverty and environment and governance and peace consolidation, which were well aligned with Rwanda's national strategies and policies as defined in its Vision 2020, EDPRS I and II and the National Constitution. The areas focused by the programmes also corresponded with UNDP's Strategic Plan that aims at simultaneous eradication of poverty, reduction of inequalities, and promotion of democratic governance on multiple fronts. Particular attention was paid to addressing the needs of youth, women, and people with disabilities in its poverty and environment programmes, the key drivers of change. With the existence of a strong and clear vision on governance within the Government, UNDP used a careful mix of upstream and downstream efforts, as well as short-/long-term approaches.

Conclusion 2. UNDP made significant progress in achieving the programme objectives envisaged under the five outcomes. Several key factors of success were identified including programme design that meets Rwanda's socio-economic and political context, close and

favourable relationships with the Government, its issue-based approach, application of Rwanda's unique home-grown solutions embedded in the programmes, and government ownership of results. Threats to programme sustainability exist, however, requiring attention.

UNDP's poverty and environment efforts were a direct response to the country's recognition of the critical linkage between the two areas as well as to the challenges identified in Rwanda's development agenda. The programmes contributed to job creation among youth and women building their skills and improving opportunities for entrepreneurship through access to finance; provision of in-depth and timely poverty analysis and data through the National Human Development Reports; integration of environment, climate change and disaster risk agenda into sector policies and district-level planning; and socio-economic improvement among communities prone to disasters. In the governance area, UNDP focused – and almost achieved all planned targets – on priorities stemming from the 1994 genocide, e.g. closing genocide cases, improved access to justice, reconciliation and peace consolidation, citizens' participation in policy and decision processes, building of democratic society through media reforms and strengthening of oversight bodies, security and crime prevention, and gender equality and women's empowerment.

Being one of the first partners to operate in post-genocide Rwanda, UNDP accumulated significant knowledge, expertise, and trust in working with the Government over the years. While known as largely averse to 'donor-led' solutions, the Government recognized UNDP as a partner 'who understands how the Government works' and as being in the unique position

to provide policy advice and devise workable long-term programmes. The programmes under review were designed to be in full alignment with the existing socio-economic and political context of the country. Rwanda's traditional practices and concepts, known as home-grown solutions – such as 'performance contract' (*Imihigo*), 'community work' (*Umuganda*), 'collective action and mutual support' (*Ubudehe*), 'alternative dispute resolution mechanisms' (*Gacaca* and *Abunzi*) – were fully integrated in UNDP's programme designs, enhancing the programme results and their sustainability. With its change management exercise, an issue-based approach to programming and implementation has been brought in, reinforcing programme results in its poverty and environment and governance programmes. The Government's general ownership of results, demonstrated by, for example, funding of justice and human rights institutions (e.g. through staff remuneration and activities) supported by UNDP programmes, was also a significant element for programme sustainability.

Threats to the sustainability of much of the favourable results obtained included the reality that significant resources would be still required from donors for completing or scaling up the programmes, which may be difficult within the context of Rwanda's small economy. Poor monitoring of institutions can also undermine programme gains (e.g. voluntary-based alternative dispute resolution mechanisms). The overall monitoring and evaluation practices among the programmes under review were generally weak, including those within the SPIUs, preventing opportunities for lesson learning and reflections.

Conclusion 3. In partnership with other UN agencies, UNDP contributed to the strengthening of Rwanda's gender architecture. As an office, UNDP Rwanda made significant progress in creating a business environment conducive to promoting gender equality and women's empowerment.

In many of the programme areas, efforts were made to ensure equal representation of women in programme design and implementation (gender-targeted) or differential needs of women were addressed (gender-responsive), e.g. in the environment- and disaster-management-related programmes. Through strong partnership with UN Women, UNDP's gender-related efforts within the governance framework involved a series of concrete initiatives that can bring about changes in cultural norms and practices, e.g. the revision of laws requiring a Gender Budget Statement for central and local government in all 30 districts, introduction of a robust gender policy at the RNP to effectively combat GBV and raise sensitivity among both citizens and officials, and capacity support to the National Gender Machinery for its effective coordination and oversight of Rwanda's public entities (gender-transformative).

UNDP Rwanda has made a concerted effort to win the highest award in UNDP's corporate gender certification process during the period under review, with strong commitment by country office management to create an environment that promotes gender equality and women's empowerment in its programmes and operations.

Conclusion 4. From the previous cycle into the beginning of the current programme cycle, UNDP Rwanda went through a restructuring exercise, with some efficiency gains in its programmes and operational environment. However, a significant resource challenge remained as its financial base continued to decline throughout the cycles.

Over the two programme periods, UNDP Rwanda saw continual declines in its programme resources, which were reduced by half at the time of the evaluation. UNDP Rwanda in collaboration with the RBA developed the Transformation Plan (2010) to increase its programme and operational efficiency and effectiveness and address

various external and internal factors.¹⁰³ The measures included the framing of programmes on an issue-/context-based approach to addressing complex development challenges; prioritization on areas where it could achieve the highest impact; reduction of the volume of projects; and forging synergies between the existing programmes.

Building on its efforts to explore external resource and partnership options started in 2015, UNDP prepared the Resource Mobilization and Partnership Strategy in 2016 with analysis of its existing strengths, weaknesses, opportunities, and threats. At the time of the evaluation, a number of 'pipeline' projects aimed at expanding partnerships with new and existing donors, as well as with the private sector, have been developed in both Poverty and Environment and Governance programmes, amounting to about \$27 million.

At the time of the evaluation, Sweden was the only donor supporting the One UN Fund (except for earmarked funds from the Netherlands), severely limiting the ability of many joint programmes to fully implement their initial plans. This included UNDP which has led two of the four UN DRGs (DRG1 on economic transformation and DRG2 on governance). Joint resource mobilization by UN Rwanda was discussed but eventually the individual agencies were forced to come up with their own plans in the absence of such a strategy.

Conclusion 5. While UNDP programmes are expected to engage all relevant stakeholders in their conceptualization, planning and implementation, UNDP Rwanda's ability to build effective and strategic partnerships with partners was mixed.

The role played by two agencies administered under UNDP, UNV and UNCDF, was signifi-

cant in Rwanda's UNDP programmes. UN Volunteers were embedded in both the poverty and environment and governance programmes, providing technical support in their respective field. UNCDF has provided technical advisory services in SMEs and inclusive finance as part of UNDP's poverty and environment programme. The overall level of engagements with the participating UN agencies under the joint programmes was mixed, with varying programme results in the two thematic programmes under review.

UNDP's private sector engagement was generally limited in all programmes, although much expectation exists through ongoing YouthConnect initiatives for its expansion in the future. Partnership with CSOs was limited and indirect, mainly through the RGB, under the current NIM approach in Rwanda. While UNDP applied its CSO engagement scheme designed to fit the existing political and development context of the country, its underlying strategy and rationale have not been fully understood/appreciated by the donors, some of whom are distancing themselves from UNDP due to 'differences in approaches'. On the other hand, UNDP's analytical work received much praise and recognition among donors, is carefully followed and being used for socio-economic profiling of Rwanda (e.g. NHDRs and gender) and awareness raising (e.g. climate change and disaster risk management). During the evaluation, various untapped partnership opportunities with donors were identified in UNDP's programme areas that can be further explored.

4.2 RECOMMENDATIONS

Recommendation 1. UNDP should ensure close engagement in and contribution to the conceptualization and development of the next UNDAF to develop a country programme strategy for the next cycle that is in full alignment

103 E.g., the need to meet the GoR's fast-moving reform plans, shift from project implementation to upstream policy advisory services, and development partners (including donors') expectations for programme harmonization, joint One Fund, and Sector Wide Approaches (SWAPs) under the DaO framework, as well as streamlining of internal administrative procedures, and improvement called for by the 2008 ADR (e.g. programme focus, design and management, monitoring, and enhanced technical assistance to government institutions).

with the new national development framework, National Strategy for Transformation.

As observed in the period under review, the GoR is very clear on its vision for the country's sustainable development – addressed in the EDPRS I and II – and on areas requiring support from development partners. As UNDP's country programme is expected to be in full alignment with the UN-level programme framework, e.g. UNDAF, it is imperative that UNDP fully engage in UNCT's ongoing process of developing the new UNDAF, particularly in the prioritization and scope of its intervention areas in all three current thematic areas (poverty and environment and governance) as well as exploring/identifying the UN agencies that can complement one another's work towards the same objectives.

Recommendation 2. Place a greater focus in its programme work on producing and contributing to evidence- and research-based work for policy-level advisory services.

To support the country moving very quickly to achieving the middle-income country status, provision of upstream policy support will become even more critical in the next cycle. Drawing on lessons learned from the country office's ongoing operational shift from 'project implementation' to a more issue-based programme approach, UNDP should accelerate the latter efforts, particularly by focusing in its programme work on producing evidence-based analytical material that can be shared with government and development partners as well as on strengthening its policy-level advisory skills and work. The role played by the Strategic Planning Unit, which was responsible for producing much of UNDP's well-known analytical work on the MDGs and the SDGs, as well as the NHDRs featuring in-depth poverty and socio-economic analyses, should be expanded and strengthened and be fully integrated into the strategic planning of UNDP's thematic programmes.

Recommendation 3. Explore a partnership strategy that will include options for mobiliz-

ing both financial and staffing resources and will ensure UNDP's more robust engagements with donors and its visibility.

UNDP should revisit its partnership and resource mobilization strategy to meet Rwanda's emerging needs, without being constrained by its declining core resources or the UN funds. While several pipeline proposals were already on the table, results of the evaluation also indicated potentials for the following areas: i) more proactive and robust engagements with traditional, emerging, and new partners to identify areas or scope of work for collaboration (e.g. with AfDB on energy resources and on analytical partnership on cross-cutting issues that would affect their core interventions, e.g. value chains, youth employment, gender, and climate change); ii) development of knowledge products showcasing UNDP's analytical work leading to evidence-based policy dialogue (including more documentation of impact of the home-grown solutions, e.g. *Gacaca* courts and *Imihigo* performance contracts in scaling up results and application around the country); iii) closer and more substantive discussions with donors on the pros and cons of various strategies and approaches being used among development partners including UNDP's; iv) leveraging of the programmatic approaches that have been successfully tested (e.g. Green Villages) for expanding sponsors; v) tapping more into UN Volunteers that can provide technical expertise of choice and be mobilized fairly quickly, including national volunteers; vi) cost-sharing of common posts among UN agencies (e.g. communication, and M&E); and vii) government cost-sharing schemes which are practiced widely in UNDP's middle-income programme countries.

Recommendation 4. Continue to pay attention to human development in its programmes, particularly for advancing on the implementation of the SDGs.

There was a general consensus among development partners that the SDGs will be a significant opportunity for UNDP to demonstrate its leader-

ship, given its proximity to the Government and other comparative strengths over other partners, particularly in raising awareness on and localizing/ domesticating the implementation. UNDP has already played a catalytic role in setting the roadmap, leading the gap analysis now in its second phase comparing the Goals and Rwanda's existing policies, setting sector-specific indicators for monitoring, translating the SDGs in Kinyarwanda, and training for national partners. Rwanda had two important ingredients for success in the MDGs, and thus now for the SDGs, i.e. the GoR's high level of interest in advancing social and human development, and the existence of political commitment and governance. Leveraging those factors, UNDP is expected to play the central coordination role with government partners (e.g. MINECOFIN) and with the development partners.

In addition, the following issues were raised during the evaluation as particularly relevant to UNDP in achieving and localizing the SDGs in Rwanda: i) upholding the principles contained in the UN Rwanda's human rights-based approach in all its work; ii) ensuring engagement with all relevant actors, including UN humanitarian agencies (e.g. WFP, FAO, UNHCR) who operate in the similar areas where UNDP works in, private sector and CSOs; iii) forging and strengthening substantive partnership with the recently established SDG Centre for Africa in Kigali that focuses on policy advice and research to support government, businesses, civil society, and academic institutions; iv) bringing in innovations and Rwanda's home-grown solutions for SDG localization; v) focusing its activities on building capacity of two groups UNDP has currently limited programmatic engagement with, i.e. CSOs for their participation in policy dialogue and decentralized government authorities for their critical role in ensuring subnational level implementation and reporting; vi) supporting national capacity to measure the SDGs; and vii)

effectively monitor and measure the implementation of SDG 16 on peaceful, just and inclusive societies, Rwanda's key SDG focus.

Recommendation 5. Continue with the management-led, office-wide efforts to seek efficiency gains and promote programme effectiveness.

Moving into a new programme cycle, it is recommended that the office's change management efforts made in the previous programme cycle should further continue to enhance UNDP Rwanda's operational efficiency and programme contributions. For example, while the merger of poverty and environment programmes under one programme unit was an appropriate step in the right direction, the existing programme – worth more than \$8 million, covering a diverse range of issues (from DRR, climate change and environment, inclusive finance, capacity-building of government ministries and institutions, etc.) – remains challenged managed by a small group of staff (nine staff, including three specialists, four UN Volunteers, and two administrative support). The number of programmes/projects under the unit could be further reduced and their scope streamlined to focus on key areas where UNDP's strengths can be demonstrated.

There is much scope for improving UNDP Rwanda's M&E functions to ensure enhanced programme oversight and sharpen the quality of reports shared with the donors and development partners. Strengthening the office's M&E functions is even more critical as the NIM is the adopted project implementation modality, and the SPIUs lacks appropriate capacity. With a dedicated M&E apparatus with technical expertise, the goal setting and identification of appropriate performance indicators for the thematic programmes as defined in the country programme document should also be strengthened.

4.3 MANAGEMENT RESPONSE

Recommendation 1. UNDP should ensure close engagement in and contribution to the conceptualization and development of the next UNDAP to develop a country programme strategy for the next cycle that is in full alignment with the new national development framework, National Strategy for Transformation.

Management response: The UNDAP and UNDP Country Programme Document for 2018-2023 were developed conjointly, with UNDP management, staff and stakeholders playing active roles in both processes. Both the UNDAP and CPD are also well aligned to the National Strategy for Transformation 1 (2017-2024; successor to EDPRS). This followed an extensive consultation process with government partners as well as other development partners and stakeholders. The Government has formally endorsed the draft UNDAP and CPD. The CO will now endeavour to develop new programmes engaging with key stakeholders, including the vulnerable and marginalized.

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 Share with partners the evaluation of the current programme, and collectively review lessons learned	March–April 2018	Management Support Unit (MSU)		
1.2 Develop next generation of programmes in consultation with key government and other partners including UN agencies, private sector and CSOs	March–June 2018	Poverty Environment Unit (PEU); Democratic Governance, Peace and Conflict Unit (DGPCU)		
1.3 Continued UNDP management and staff engagement in finalizing the UNDAP 2018-2023	January 2018–May 2018	RC/RR and CD Offices		

Recommendation 2. Place a greater focus in its programme work on producing and contributing to evidence- and research-based work for policy-level advisory services.

Management response: The new CPD outlines UNDP’s strategy to collaborate with the Ministry of Finance and Economic Planning, the Strategic Policy Unit of the President’s Office, other UN agencies, universities and think tanks, to develop and execute a multi-year research agenda aligned with priority areas of the National Strategy for Transformation. UNDP will also continue to strengthen capacities of both State and non-State institutions to generate and use data building on work already done. Flagship UNDP-supported research and knowledge products, such as the Citizen Report Card, Rwanda Governance Scorecard, Rwanda Media Barometer, and the Reconciliation Barometer, among others, will continue to be funded under the new CPD.

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
2.1 Develop a multi-year research agenda in partnership with key State and non-State institutions	October 2017–March 2018 with ongoing updates	UNDP Strategic Policy Unit (SPU) (lead)		
2.2 Engage government, civil society, research institutes and think tanks in the production of data and research products for evidence-based planning	March 2018–ongoing	SPU; DGPCU; PEU		
2.3 Increase numbers of policy dialogues on current and emerging issues in partnership with national stakeholders	January 2018 onwards	SPU; DGPCU; PEU		

(continued)

Recommendation 3. Explore a partnership strategy that will include options for mobilizing both financial and staffing resources and will ensure UNDP's more robust engagements with donors and its visibility.

Management response: UNDP will aim to both deepen and widen its partnership base for the coming cycle. The office is in the process of updating its Partnership and Resource Mobilization Strategy and has initiated discussions with the Bureau for External Relations and Advocacy and Regional Service Centre-Addis on an engagement plan involving focused support to pursue new partnership opportunities. In addition, and building on initial pilots that have proven successful, the office aims to synergize its communications, resource mobilization and M&E (e.g. field visit) activities, engaging media and development partners to enhance donor and UNDP visibility and demonstrate concrete impacts on people's lives. This will also enable the CO to tell better success stories and build stronger partnerships. UNDP will also engage actively within the One UN Resource Mobilization and UN Communications Group work plans.

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
3.1 Finalize engagement plan with RSC-Addis and BERA on support for Partnership and Resource Mobilization	January–March 2018	CD Office		
3.2 Complete updating of Partnership and Resource Mobilization Action Plan	February–April 2018, ongoing	CD Office, MSU		
3.3 Explore and follow up on partnership opportunities, including both financial and staffing resources, with potential partners already identified	January 2018 onwards	RR and CD Office; DGPCU; PEU		
3.4 Conduct regular exchanges with development partners and conduct joint field visits etc.	January 2018 onwards	RR and CD Office; DGPRCU, PEU		
3.5 Full engagement of CO staff in One UN Resource mobilization and communications groups	January 2018 onwards	RR and CD Office		

Recommendation 4. Continue to pay attention to human development in its programmes, particularly for advancing on the implementation of the SDGs.

Management response: As part of a One UN effort, UNDP (a) played a lead role in developing a SDG policy gap analysis that was used to inform the formulation of Rwanda's new national and sectoral plans, and (b) provided technical support to relevant national Sector Working Groups to incorporate SDG indicators and targets within the new sector strategies. The new CPD articulates the country office's intent to adopt more rigorous targeting of vulnerable and marginalized population groups, including refugees, returnees, and people with disability, among others, under the principle of leaving no one behind. New tools and guidance, grounded in this principle, are being prepared to support the development of the next generation of programmes.

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
4.1 Complete the development of tools and material on gender analysis and a Light Organizational Review of the Office (LNOB) to guide staff and external partners and consultants preparing the next generation of projects	January–March 2018	MSU, CD Office working with HQ		
4.2 Conduct training of both UNDP staff and external partners on the gender analysis and LNOB tools and methodologies	March 2018	MSU		
4.3 Support capacity-building of national stakeholders on SDGs implementation, monitoring and reporting	January 2018–ongoing	MSU working with One UN SDG Task Force		

(continued)

Recommendation 5. Continue with the management-led, office-wide efforts to seek efficiency gains and promote programme effectiveness.

Management response: As part of a broader series of measures to prepare the office for the next 5-year programme cycle, the Management will initiate a Light Organizational Review of the Office. This is intended, *inter alia*, to help (a) identify opportunities to strengthen the positioning of the office, (b) ensure that the organizational structure is appropriate, sustainable and fit for purpose to deliver on the new CPD, (c) identify areas to enhance operational and programmatic efficiency.

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
5.1 Undertake light organizational review of the office to ensure that it is efficient, effective and fit for purpose to deliver on the new UNDAP and CPD and corporate Strategic Plan	March–June 2018	RR and CD Office		
5.2 Commence design of next generation of programmes, drawing on lessons learned, and ensuring greater focus and leveraging of UNDP's strengths and comparative advantages.	March–June 2018	PEU, DGPCU, CD Office		

* Status of implementation is tracked electronically in the Evaluation Resource Centre database.

ANNEXES (available online)

The annexes to the report are available on the IEO's website at: <https://erc.undp.org/evaluation/evaluations/detail/9416>

Annex 1. EVALUATION TERMS OF REFERENCE

Annex 2. COUNTRY AT A GLANCE

Annex 3. COUNTRY OFFICE AT A GLANCE

Annex 4. SUMMARY OF KEY PROJECT EFFORTS AND DELIVERABLES BY OUTCOME

Annex 5. LIST OF PROJECTS FOR IN-DEPTH REVIEW

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